DOCUMENT RESUME

ED 209 411 UD 021 806

TITLE	Project: Ways to Improve Education in Desegregated Schools (WIEDS). Final Interim Report.
INSTITUTION	Southwest Educational Development Lab., Austin, Tex.
SPONS AGENCY	National Inst. of Education (DHEW), Washington, D.C.
PUB DATE	Nov 80
CONTRACT	400-80-0107
NOTE	116p.; Not available in paper copy due to institution's restriction. For a related document see UD 021 414.
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Administrator Role; Bilingual Education; *Desegregation Effects; *Educational Improvement; Inservice Education; *Inservice Teacher Education; *Integration Studies; *Racial Integration; School Desegregation; Teacher Attitudes; Training Methods
IDENTIFIERS	*Model for Educational Improvement

ABSTRACT

The purpose of the WIEDS Project (Ways to Improve Education in Desegregated Schools) was to develop a model and guidelines for use in planning inservice education programs to promote integration. This final report examines the procedures and methodology used for achieving the objective, the results of data analysis, and conclusions and recommendations for future research and action. The major research questions considered are: (1) What are the existing models for Inservice Education (IE)? (2) Can any of these models be applied to facilitate effective desegregation/integration? and (3) What new models for IE need to be developed? The report discusses several inservice training models that are defined according to governance strategies, such as sources of authority and planning, views of individual needs, training contexts, and research functions. The final report examines specific guidelines for use in planning and developing IE models designed to deal with problems in conflict management as it relates to desegregated school settings; change teacher perceptions and behavior with respect to Mexican American students; implement guidelines for teachers in regard to bilingual education; and develop desegregation workshops for students, teachers and the community. (JCD)

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FINAL INTERIM REPORT

PROJECT: WAYS TO IMPROVE EDUCATION IN DESEGREGATED SCHOOLS (WIEDS)

Senior Researcher: Dr. A. L. King

Staff: Letticia Galindo (Instructional Services Assistant)
Sylvia Lewis (Senior Secretary)

Funded Period: 12/1/79 - 11/30/80

In Compliance with Contract No.: 400-80-0107

Funded by: National Institute of Education (NIE)
Washington, D.C.

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David L. Williams, Jr., Director
Division of Community and Family Education

James H. Perry, Executive Director
Southwest Educational Development Laboratory
Austin, Texas

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ACKNOWLEDGEMENTS

Staff members of Project WIEDS take this opportunity to express their gratitude to the many people, agencies, programs, and institutions who have helped attain WIEDS' objectives during the past twelve months. These contributors constitute a broad range of professions and backgrounds.

The Division of Community and Family Education Advisory Board provided valuable insight and recommendations in the revision of the WIEDS Inservice Education Guidelines. Others whose assistance was welcome and essential include respondents to the WIEDS IE Questionnaire, several Southwest Educational Development Laboratory staff, including Regional Exchange staff, and National Institute of Education and other federal government personnel.

WIEDS acknowledges also the invaluable assistance and cooperation of the helpful people in the state education agencies and the local schools, in Arkansas, Louisiana, Mississippi, New Mexico, Oklahoma, and Texas.

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ABSTRACT

In keeping with its major goal of addressing the needs of desegregating/integrating schools, the objectives of the Ways to Improve Education in Desegregated Schools (WIEDS) Project during FY 80 have been to conceptualize and develop a model and guidelines for use by schools in planning inservice education (IE) to promote desegregation/integration. WIEDS developed the data base necessary for this by: (1) reviewing the desegregation and IE literature, (2) analyzing the U. S. Commission on Civil Rights Desegregation Case Studies and the National Institute of Education's School Desegregation Ethnographies, (3) surveying central office administrators and General Assistance Center personnel, (4) interviewing administrators, teachers, students, and parents and other community representatives, (5) studying IE programs, and (6) identifying many unmet needs of desegregation.

It seems clear from this data base that: (1) the current state of IE practice is generally in disrepute, (2) more research in IE is needed, especially in regard to desegregation/integration, (3) more broad conceptualizations of IE models are necessary, (4) much is known about sound principles, or guidelines, for effective IE, (5) a great deal can be done to help provide equal educational opportunity for all children, (6) much is known about why desegregation went well in some communities and not in others, and (7) IE is important in facilitating the desegregation/integration process.

From its data base, Project WIEDS developed its Inservice Education Process Model and Guidelines for schools implementing desegregation/inte-

gration. The model includes the elements essential to implementing the five components of effective IE: (1) planning, (2) preparation, (3) implementation, (4) application, and (5) evaluation. The guidelines are a state-of-the-art set of best practices and principles for desegregation, multicultural education, and inservice training. It is anticipated that the final WIEDS' model and guidelines will be practical and flexible for local schools to adapt for their individual needs. Two priority need areas, race relations and home-school cooperation, are selected for further development of specific guidelines and as examples of how the Process Model may be applied.

B. Statement of Objectives

During FY 80 (12/1/79 - 11/30/80) the objective of Project WIEDS has been:

> To conceptualize a set of models and guidelines for enhancing the effectiveness of staff development and inservice education activities (IE) in desegregated/ desegregating schools.

C. Summary Literature Review

In order to accomplish its objective and work toward the achievement of its goal, Project WIEDS staff reviewed more than 900 books, articles, papers, abstracts, and other items pertaining to IE during the period 12/1/79 - 11/30/80.

The literature reviewed indicates that significant efforts have centered on inservice education as crucial to educational equity for all students. Katz (1964)* concluded from his review of desegregation/integration studies that the several factors that influenced Black students' academic performance included social conditions in the school and classroom, the degrees of acceptance by significant others (particularly white teachers and peers), and the Black pupil's self-concept in regard to the probability of social and academic success or failure. In her review of desegregation/integration research, St. John (1970) concluded that "the most plausible hypothesis" was that the relation between desegregation and achievement is a conditional one:

> "...the academic performance of minority group children will be higher in integrated than in equivalent segregated schools, providing they are supported by staff and accepted by peers."

Since 1970 there has been a growing pool of empirical research availa-

*References are in Section V.

I. INTRODUCTION

A. Overview and Goal

In 1978 the Ways to Improve Education in Desegregated Schools (WIEDS) Project adopted the following as its long range goal:

> To establish a regional base of information concerning successful strategies and the remaining need areas in desegregated schools as identified by students, community persons (parents included), teachers, principals, and selected central office personnel, in order to conceptualize and produce a set of inservice training/staff development guidelines and models.

In its Phase I literature review and its Phase II analyses of the Commission on Civil Rights case studies and the NIE desegregation ethnographies, the WIEDS Project reported numerous desegregation needs and strategies as found in more than 500 books, articles, research documents, reports, and position papers. Project WIEDS' Phases II and III developed more information related specifically to schools in its region, in a questionnaire survey returned by 140 central administrators, and interviews of 193 central and building administrators, teachers, students, and parents and other community representatives. During these three phases WIEDS developed most of its data base of information on: (a) strategies successful in improving race relations and promoting a school atmosphere where all children can learn and (b) remaining needs. Also in Phase III, the Project developed criteria for evaluating inservice education (IE) programs, and analyzed the programs of fifteen selected desegregated school districts. Since its Phase III ended in November, 1979, WIEDS has continued to add to its data base by reviewing relevant desegregation and inservice literature while focusing on its FY 80 objective.

ble on the correlation between the behavior and attitudes of teachers and the attitudes and academic performance of pupils (e.g., Krantz, 1970; Good and Brophy, 1973; Gay, 1975). The development of sophisticated and reliable data collection tools such as the Flanders System of Interaction Analysis (see Amidon and Hough, 1967), Brophy and Good's (1969) Teacher-Child Dyadic Interaction System, as well as sociometric scales and bi-polar semantic differential scales (see Bonjean, et al., 1967) have been important in assessing teacher attitudes and behavior toward pupils. The results of most investigations using these tools yield rather convincing data that teacher behavior strongly affects pupil behavior and has important implications for minority children (Gay, 1975). An exception is Sherwood (1972). Using a semantic differential scale to measure teacher attitudes toward Black, Cuban, and white elementary children, he found no significant differences in attitudes.

The work of Mendels and Flanders (1973) indicates, however, that "naturalistic" input is powerful in determining teacher's attitudes toward their students. These naturalistic factors include: (1) information about students, such as reputation for behavior, from other teachers, administrators, and parents, (2) cumulative records, (3) standardized test scores, (4) physical characteristics, such as sex, physical attractiveness (see also Bersheid's report, 1978), socio-economic status, and ethnicity (Gay, 1975). Frequently, more than one of these factors are present to influence teachers' attitudes and behavior to the more visible minority children, including the Black American, Mexican American, and Native Americans, who are all relatively numerous in the six-state (Arkansas, Louisiana, Mississippi, New Mexico, Oklahoma, and Texas) Southwest Educational Development Laboratory (SEDL) region.

U. S. Social Science literature documents the majority view of the culturally different as culturally inferior, intellectually and socially (Kane, 1970; and Stent, Hazard, and Rivlin, 1973). Four studies in this decade were carried out in the southwestern United States--the U. S. Civil Rights Commission, Toward Quality Education for Mexican Americans (1974), and Barnes (1973), Gay (1974), and Mangold (1974) on Hispanic, Black, and Anglo teachers' verbal and non-verbal interactions with Hispanic, Black, and Anglo pupils. White students receive more praise, encouragement, and opportunities for substantive interaction with teachers, while teacher contacts with Black and Hispanic students are mostly procedural, negative, and disciplinary. The results of the four southwestern studies are consistent with each other and with others, such as that on reading and mathematics instructional practices, completed by the National Advisory Council on Equality of Educational Opportunity in 1978 (see also Ainsworth, 1969; Benitez, 1973). Although perhaps there are too few data to be conclusive, the research strongly suggests that student ethnicity is one of the major determinants of teachers' attitudes and behavior toward their students, that teachers, including minority teachers, expect less of minority students and give them fewer opportunities and less encouragement and positive feedback; that these conditions are detrimental to the quality of education; and that many minority children are being denied equal opportunity for quality education.

Educational investigators have agreed upon the significance of (1) teacher attitudes and behavior towards pupils and (2) that teacher-pupil dyadic interactions are the heart of the educational process (Gage, 1963; Purkey, 1970). Although Washington (1968), Banks (1970), and Banks and

Grambs (1972) argued cogently that teachers are "significant others" in students' lives, and Gay (1975) said they are especially important in the lives of ethnic minority students, researchers rather belatedly applied these principles to desegregation. Even though a great deal of desegregation research has occurred in the 1960's and 1970's, relatively little has been done on how to implement it in the school and classroom. As Orfield wrote in 1970: "Although it's hard to believe, almost all of the existing research on desegregation ignores the roles of teachers and principals...in making desegregation work or not." A notable exception was the National Opinion Research Center (NORC) Southern Schools Study (1973) to evaluate programs funded by the Emergency School Assistance Program (ESAP) during the 1971-72 school year. NORC discovered no significant differences that ESAP made for elementary school pupils or for high school females. It was found, however, that academic achievement of Black male high school students was higher in schools which had ESAP funding than in randomly selected schools without such funding. Correlatively, the high schools, more than elementary schools, spent funds on activities to improve race relations through extracurricular activities and race relations training for teachers. NORC also discovered that students' attitudes toward desegregation were more positive in schools which emphasized human relations, provided innovative curricula, and had principals and teachers who favored integration, than in schools where these factors were not present. The results supported the hypothesis that schools' programs could affect the outcomes of desegregation. This study was continued by Forehand, Ragosta, and Rock (1976). In their Final Report: Conditions and Processes of Effective School Desegregation, their analysis

of the reciprocal effects of school activities and attitudes indicates that:

> Schools with good race-relations practices or racial-contact practices appear to be very open to the subject of race: to a multi-ethnic curriculum, to discussion and projects on race, and to affirmative assignments on the playground and in the classroom. The outcome from such practices appears to be good personal racial attitudes on the part of all students and better achievement for Black students.

In Educating a Profession (1976), Howsam, et al. reminded public schools of a legal stricture against conferring "benefits on one group while withholding them from another," but the authors recognized that "teachers are not prepared either personally or professionally for such service Most have been reared in middle- or lower middle-class homes and communities, ensconced safely away" from the concentrations of minority and lower socio-economic groups, and very few "know how to go about instructionally and socially redressing the injustices that have been done to minorities. All teachers need professional preparation for this role." (Emphasis the authors'.)

Effective pre-service training can be done, but it has generally not been done (Smith, 1969; Garcia, 1974; Hilliard, 1974; Hunter, 1974; AACTE, 1976; Baptiste, 1977; Braun, 1977). The seriousness of this situation has been recognized and pointed out by the board of directors of teacher preparation institutions themselves, the American Association of Colleges for Teacher Education (1976), when they urged the eradication of educational neglect:

> Most teachers do not have adequate knowledge of the various cultural systems from which their pupils come. It has been assumed for too long that good teachers can provide for the necessary emotional and learning needs of children from diverse cultural backgrounds. However, as evidenced in low student achievement rates, there is an impelling need or reform.

Further, the AACTE continued, "few educators have been trained to recognize" distortions of ethnic history and culture or "to be sensitive to the self concepts of students from cultural backgrounds different from their own" (1976). The problem is more one of culturally deficient educators, rather than culturally deprived children. In response to such deficiencies, multicultural education requires the training of teachers to recognize and capitalize on the existence of ethnic diversity for enriching the teaching of youth. Until all teachers from schools of education are trained this way, it can only be done through inservice training.

Desegregation literature is replete with studies, reports, and monographs indicating the need for effective multicultural inservice education (e.g., Banks, 1973, 1975a, 1975b; Castañeda, et al., 1974; Ornstein, et al., 1975; Dillon, 1976; Braun, 1977; Jones, King, et al., 1977; Phillips, 1978; Rodriguez, 1978; Blackwell, 1378; and Grant, 1979). After summarizing 120 studies of school desegregation which she analyzed for outcomes to children, St. John (1975) concluded that further investigation of the general question--"Does desegregation benefit children?"--would seem a waste of resources. "The pressing need now is to discover the school conditions under which the benefits of mixed schooling are maximized and its hardships minimized." It is important to note, as did Kirk and Goon (1975), that these conditions--identified in studies reviewed by themselves, St. John, and in others discussed earlier--are not unique to success for minority students in a desegregated setting, but that "they are vitally important to academic success for anyone in any educational setting."

From these studies, it may be concluded that in an integrated setting: (1) academic achievement rises for the minority children while relatively advantaged majority children continue to learn at the same or higher rate,

(2) minority children may gain a more positive self concept and a more realistic conception of their vocational and educational future than under segregation, and (3) positive racial attitudes by minority students develop as they attend school together (see also Weinberg, 1977a; 1977b; Edmonds, 1979; Epps, 1979). In its efforts to promote these outcomes for desegregated schools, Project WIEDS has located some IE models which may be helpful.

According to the literature, some slight trends in IE in the 1970's may be detectable, including the following five: (1) Movement from a compensatory to a complementary view of teacher education; (2) Progression from a discrete to a continuous view of IE. Several studies stressed that there is no longer a distinct division between preservice and inservice education (Edelfelt and Lawrence, 1975; Nicholson, et al., 1976; Vanderpool, 1975); (3) Shifting from a relatively simple to complex IE; (4) Some movement from narrow control of IE by school administrators and/or university professors to collaborative governance, including teachers and other personnel (Cruickshank, et al., 1979). The Change Agent Study (McLaughlin and Marsh, 1978) showed a positive correlation with principal support and project implementation. The attendance of principals in project training revealed some messages to teachers--notably, their personal commitment and their view that the project was a school effort in which everyone was expected to cooperate and work hard. The majority of models reviewed, however, still dealt only with IE for teachers; (5) Offering of more teacher IE outside subject-matter oriented inservice. An example of this is the teacher training programs to help prevent resegregation, developed by the Institute for Teacher Leadership (ITL, 1979). These programs offer skills and knowledge to teachers to work in school, providing training for other teachers.

There was perhaps an increase during the 1970's in the amount of attention paid in IE literature to bilingual and multicultural education and desegregation/integration. The study by Sutman, et al.(1979) dealt with educating personnel for bilingual/multicultural settings. Teaching strategies, testing student progress, and implementation of the cultural component were discussed. In bilingual education, the lack of trained staff has been cited as an important factor influencing the implementation of bilingual education programs (Rand Corporation Study, 1977). Although bilingual education programs have been in operation for a decade, little is known about the degree of use by teachers or the concerns or questions teachers may have with regard to implementation.

WIEDS staff sought literature on specific IE models, regardless of the content, e.g., the "helping teacher model" (Rauh, 1978), the "New England program in TE model" (Goddu, et al., 1977), and the model that has evolved out of the Research and Development Center for Teacher Education by Gene Hall and Susan Loucks at the University of Texas, the "Concerns-Based Adoption Model" (1978). Greene and Virag's (1973) model for IE in a desegregated school setting is meant to increase skills and competencies needed to educate all children in a multicultural setting. Some models grew out of specific, pressing, local, state, or regional needs. An example of this is the program conducted by Western Regional School Desegregation Projects at University of California at Riverside and Community Resources, Ltd. (Smith, 1974). Its purpose was to help narrow the time lag between local politically or court-mandated desegregation and school integration and improved academic achievement in racially mixed classrooms. The method chosen was to train people who were planning school desegregation in California and other parts

of the Southwest to act as school change agents. This meant they learned to direct workers in local schools/communities to promote school integration.

In addition to reviewing these and other models that could be useful, WIEDS also located guidelines which may be helpful. Some of these dealt with such areas as conflict management as it relates to desegregated school settings (Ayers and Bronaugh, 1976), guidelines to change teacher perceptions, and behavior with respect to Mexican American students (Piper, 1972), Casso's guidelines for teachers regarding bilingual education (in Sutman, et al., 1979), and guidelines for desegregation workshops for students, teachers, and the community (William Banks, 1977). Some guidelines taken from these sources include:

1. identify conflict created by ethnic and cultural differences;
2. identify specific values in the Mexican educational tradition and the ways in which American schools can relate to these values;
3. emotional feelings about one's language are very important;
4. teachers, students, parents, and other community members should be given background information on the reasons why desegregation and busing have been ordered for their community by the courts; and
5. the history of race relations in a community and school is important in selecting IE approaches and content.

Additional guidelines are needed to deal with other settings, such as triracial situations, and rural, suburban, and urban differences.

Although few IE models and guidelines dealt specifically with desegregation/integration, some showed promise of adaptability. One of these is the Concerns-Based Adoption Model (CBAM) constructed by Hall and Loucks (1978) and their colleagues at the University of Texas Research and Development Center. The CBAM was developed to facilitate innovation in two ways:

(1) by defining the target audience's degree of involvement with and the quality of use of an innovation, and (2) by providing an innovating agency with diagnostic information for prescribing interventions for each user in the agency.

CBAM is predicated on the assumptions that: (1) an individual within a system adopts innovation through a personal and lengthy process of change, and (2) direct assessment of each individual's concerns raised by the innovation and uses of it is necessary in order to determine if and how it is being used. The CBAM diagnosis has two dimensions: (1) stages of concern about the innovation (SoC), and (2) levels of use of the innovation (LoU). For this diagnosis, two instruments were developed: (1) the SoC Questionnaire, and (2) the LoU Interview.

Evidence of the flexibility and adaptability of the CBAM was shown in the school change model (Miller, Wolfe, 1978) that focused on levels of concern and levels of need. Their IE efforts had dual purposes: to affect individual teachers and to change the social system of the school. Also, during the period 1977-1979, the Southwest Educational Development Laboratory (SEDL) Division of Bilingual and International Education adapted and used the CBAM for IE in bilingual education in four school districts (Dominguez, 1979). The foci of this effort were on identifying teacher bilingual education needs and developing a IE plan to meet these needs.

The study and CBAM adaptation by the SEDL Division of Bilingual and International Education are of particular interest to Project WIEDS because its efforts to improve education in desegregated schools includes bilingual education concerns and because desegregation and bilingual education have important parallels. Both usually require innovation, both are frequently

mandated by federal and/or state authority, both are met with various degrees of resistance and feelings of insecurity among school personnel. The IE models adapted by the Teacher Corps Research Adaptation Cluster (Morris, et al., 1979) included some segments on multicultural education.

It seems clear from this review of literature that: (1) the current state of IE practice is generally in disrepute, (2) more research in IE is needed, especially in regard to desegregation/integration, (3) more broad conceptualizations of IE models are necessary, (4) much is known about sound principles, or guidelines, for effective IE, (5) a great deal can be done to help provide equal educational opportunity for all children, (6) much is known about why desegregation went well in some communities and not in others, and (7) IE is important in facilitating the desegregation/integration process.

D. Statement of Major Research Questions

The objective of Project WIEDS generated these three research questions:

1. What are the existing models for IE?
2. Can any of these models be applied to facilitate effective desegregation/integration?
3. (FYs 80-81) What new models for IE need to be developed?

E. Definition of Terms

One of the findings of the WIEDS study is that there is not universal agreement on definitions of terms relating to desegregation and integration. The following terms are defined as they are used in this study.

Desegregation - is the ending of segregation, the bringing together of previously segregated groups.

Integration - the situation wherein people of different groups tend to interact cooperatively on a basis of equal status and trust as they know, understand, and respect each other's culture and contributions.

Staff Development (SD) - refers to any changes in personnel planned for improved education and includes two general aspects: (1) inservice education (IE), and (2) staffing (selection, assignment, etc.).

Inservice education (IE) - that aspect of staff development which includes training of school personnel, whether undertaken individually or with others, informally or in a structured context. It promotes acquisition of knowledge, changes in attitudes, and development of skills, including those in human relations.

IE Program - in an educational context, a "program" consists of all the instructional materials, personnel, facilities, educational processes and related factors and resources used in achieving specified goals and objectives. A complete IE program has five components: (1) planning, (2) preparation, (3) implementation (including follow-up), (4) application, and (5) evaluation.

Bilingual education - also referred to in various contexts as bilingual-bicultural education, is an instructional tool that employs a child's native language as the medium of instruction while the student is being helped to learn English.

Race - a more or less distinct human population group distinguished by genetically transmitted physical characteristics.

Culture - the totality of socially transmitted behavior patterns, including: language, social customs (as family organization), ethics and values (including religion), diet, and costume/dress.

Ethnic group - a group with a common cultural background (see above); not synonomous with race.

Multiracial schools - those schools with an enrollment of significant numbers (over 10%) from more than two racial groups. In the WIEDS study these are Hispanic, Black, and Anglo.

Race relations - the quality of interaction between racial groups.

Social dynamics - processes that deal with the phenomenon of social change, particularly with the forces which affect change and equilibrium between social groups and individuals. In the proposed expansion of the WIEDS study, social dynamics will involve what is sometimes termed psychodynamics, the pattern of any process of sociocultural growth or change, the pattern of response/adaptation to environment by an individual or group.

Multicultural education - is a learning process composed of an atmosphere and curriculum which are humanistic and pluralistic and which promotes

affective as well as cognitive and psychomotor development. Multicultural instruction takes into account the individual's culture as well as other aspects of his/her background which are relevant to the student's dignity, needs, and learning styles. Multicultural curriculum is relevant to local as well as national cultures, and meets the individual's needs to know of his/her own culture as well as those of others. In its broad sense, multicultural education encompasses sex roles and socio-economic strata as well as ethnic groups, promoting intergroup understanding and cooperation and individual development to the maximum of each student's abilities. Multicultural education helps provide equal educational opportunity, promote racial harmony, and prepare students for happier, more productive lives in the culturally pluralistic U. S. society by providing more career choices and social options and enables him or her to learn more from and to cooperate more with others.

II. PROCEDURES/METHODOLOGY TO ACHIEVE OBJECTIVE

A. Overview of Activities to Achieve Objective

To accomplish its objective of conceptualizing a model and guidelines for schools' IE to facilitate desegregation/integration, WIEDS proposed the following activities:

1. Review and synthesize literature.
2. Identify and compile information about models and guidelines for desegregated and non-desegregated school settings.
3. Analyze WIEDS data base and experience for new concepts of IE models and guidelines.
4. Synthesize concepts from literature review, existing models and guidelines, and WIEDS' data base and experience.
5. Draft prototype model and guidelines for IE.
6. Solicit from practitioners in desegregated settings an evaluation of the prototype model and guidelines.
7. Revise model and guidelines.
8. Prepare a report including findings, model, and guidelines developed to this point.

B. Procedures/Methodology of How Activities Were Undertaken

1. Review and Synthesize Literature.

In order to accomplish its objective and work toward the achievement of its goal, Project WIEDS staff reviewed more than 300 books, articles, papers, abstracts, and other items pertaining to IE during the period 12/1/79 - 11/30/80.

Items not already in the possession of WIEDS staff were sought through computer searches and manual searches. The computer search data bases included: (1) Sociological Abstracts, (2) Psychological Abstracts, and

(3) Education Resources Information Center (ERIC), 1968-1979. Descriptors used in the computer searches included:

(1) Desegregation	(9) Multicultural Curriculum
(2) Integration	(10) Bilingual Education
(3) Integration Methods	(11) Bilingual Curriculum
(4) School Integration	(12) Staff Improvement
(5) Racial Integration	(13) Teacher Improvement
(6) Classroom Integration	(14) Inservice Teacher Education
(7) Inservice Education	(15) Inservice Programs
(8) Multicultural Education	(16) Teacher Workshops

Manual searches disclosed additional titles pertaining to IE. The principal sources searched manually included: (1) ERIC Index, (2) Current Index to Journals in Education (CIJE), (3) relevant items referenced in works located in other searches, (4) a number of periodicals not indexed in CIJE, especially those frequently containing IE or desegregation/integration content, and (5) the CITE (Coordinating Information for Texas Educators) Resource Center.

2. Identify and Compile Information About Models and Guidelines for Desegregated and Non-Desegregated School Settings; and 3. Analyze WIEDS' Data Base and Experience for New Concepts of IE Models and Guidelines.

Although few IE models and guidelines dealt specifically with desegregation/integration, some showed promise of adaptability. One of these is the Concerns-Based Adoption Model (CBAM) constructed by Hall and Loucks (1978) and their colleagues at the University of Texas Research and Development Center. Evidence of the flexibility and adaptability of the CBAM was shown in the school change model (Miller, Wolfe, 1978) that focused on levels of concern and levels of need. Their IE efforts had dual purposes, to affect individual teachers and to change the social system of the school. Also, during the period 1977-1979, the Southwest Educational Development Laboratory (SEDL) Division of Bilingual and International Education adapted

and used the CBAM for IE in bilingual education in four school districts (Dominguez, 1979). The foci of this effort were on identifying teacher bilingual education needs and developing an IE plan to meet these needs. The IE models adapted by the Teacher Corps Research Adaptation Cluster (Morris, et al., 1979) includes some sequences on multicultural education, but little else related to desegregation/integration.

In addition to reviewing these and other models that could be useful, WIEDS also located guidelines which may be helpful. Some of these dealt with such areas as conflict management as it relates to desegregated school settings (Ayers and Bronaugh, 1976), guidelines to change teacher perceptions, and behavior with respect to Mexican American students (Piper, 1972), Casso's guidelines for teachers regarding bilingual education (in Sutman, et al., 1979), and guidelines for desegregation workshops for students, teachers, and the community (William Banks, 1977).

More detail about these models and guidelines is included in the Summary Literature Review, Section I.-C.

4. Synthesize Concepts from Literature Review, Existing Models and Guidelines, and WIEDS' Data Base and Experience; and 5. Draft Prototype Model and Guidelines for IE.

An effective model for IE can serve as well in non-desegregated as in a desegregated setting; the same components and elements need to be present and implemented. Guidelines to help show how to implement the elements in a desegregated situation are what make the important difference. The WIEDS Guidelines are based on the best studies available, including its own investigations of successful practices and remaining needs in the SEDL region. The WIEDS Inservice Education Process Model and Guidelines

reflect the Project's efforts to provide for its clients the best inservice practices to follow in implementing desegregation/integration. The WIEDS model and guidelines are designed to be adaptable to meet local school variables such as stage of desegregation, source of mandate, history of race relations, urban/rural/suburban situation, extent of home-school cooperation, racial composition of the students, and racial composition of the staff and faculty.*

6. Solicit from Practitioners in Desegregated Settings an Evaluation of the Prototype Model and Guidelines.

To obtain input from practitioners who are knowledgeable, experienced in IE desegregated settings, WIEDS staff developed a three-page questionnaire (included as Appendix A) and sent it with a copy of the prototype model and guidelines to selected individuals in the SEDL region. The twelve respondents represent all six states and the following types of agencies:

Local Education Agencies
State Education Agencies
Higher Education Agencies
Desegregation Assistance Centers
Regional Research and Development Laboratory
Education Service Center (serving a region in Texas)

as well as elementary and secondary levels in biracial, triracial, urban, suburban, and rural sites.

Feedback from this questionnaire suggested shortening the Introduction and Rationale, making the Recommendations for Further Reading more selective, and condensing the General Desegregation Guidelines. After considering

*The WIEDS Project has requested an NIE grant to allow an expanded WIEDS investigation in triracial desegregation. It is anticipated that findings from this proposed study would be incorporated into the WIEDS guidelines, making them even more beneficial in triracial schools.

these suggestions, WIEDS staff revised the prototype model and guidelines accordingly. The prototype WIEDS Inservice Education Process Model and Guidelines are included as Appendix B. Questionnaire respondents also reported perceptions of need for IE to improve home-school relations and race relations. WIEDS plans to develop a model and set of guidelines for these two topics, adapting the Process Model and Guidelines to each. Included in Appendix C are a rationale and references for Home-School Cooperation.

III. FINDINGS/OUTCOMES

A. Results of Analysis, Findings and Outcomes in Relationship to Research Questions.

The three research questions have been introduced and listed in the Introduction (above, I.-D.). Following is a discussion of the relationship of the WIEDS Project findings to each research question.

1. Research Question 1 - What are the existing models for inservice education?

a. Typologies of Views/Philosophies of Inservice Education

Through its analysis of IE plans and programs and review of relevant literature, Project WIEDS has identified several views and philosophies of inservice training. Although these views and philosophies are seldom mentioned, their influence is frequently apparent in the models or partial models used for IE. These approaches are typed in groups below, in terms of (1) governance strategies, i.e., sources of authority and planning; (2) views of individual needs; (3) training contexts, which are related to major roles of IE participants; and (4) research functions, which may influence the evaluation component of an IE model.

1) Governance/planning strategies

a) Top-down: Decisions and plans are made by building or central office staff and announced to implementors. Many of the diagnostic prescriptive and deficit approaches would be included here.

b) Grass-roots: Plans are developed by teachers or a school-based project staff without involvement of administrators. The "client-centered" approaches in general are included in this governance category.

c) Collaborative: Plans and decisions are made on a parity, collegial, or partnership basis by teachers,

staff, and managers. This governance approach is often present in a developmental model of IE.

Of these types, the most successful for school improvement has been the collaborative (Rand, April 1975, April 1977; Howsam, et al., 1976; Yarger, 1976).

2) Views of individual needs and program development

a) Deficit Model: teachers are seen as lacking the professional skills for successful teaching and as needing inservice to remedy these deficiencies. This model has been advanced primarily by non-teachers, with the teachers traditionally excluded from meaningful discussions of "deficiencies" or their remedies.

b) Developmental Model: not only teachers, but members of all role groups involved in the school as an organization have valuable skills but need new skills as part of a program-improvement process. All of these groups are important in the process, and changes may need to be made in administrative techniques, curriculum, and instructional materials, as well as teacher behavior.

3) Training contexts

These contexts are related directly to the major roles in which a teacher/staff member functions.

a) Job-embedded: school employee

b) Job-related: professional colleague

c) Credential oriented: student in higher education

d) Professional-organizational-related: member of a professional organization

e) Self-directed: individual craftsman

This typology does not present these categories as mutually exclusive but is a scheme to facilitate examination of different roles and responsibilities (Joyce, 1977).

4) Research functions

These were developed by Chin and Downey (1973) for the purposes

of understanding and urging research concerning change in organizations. The priorities of planners who design the evaluation of IE may reflect one or the other of these types.

a) Type A: How teachers develop through planned and intional change.

b) Type B: How teachers develop whether planned and intentional or not.

c) Type C: How teachers function in schools as institutions and how schools as organizations change.

b. Models of Inservice Education

WIEDS staff sought IE models regardless of content, for relatively few deal directly or indirectly with desegregation/integration concerns. The models which were examined varied widely in quality, scope and duration, and proportion of theory and application. The following models are illustrative of this diversity.

The "Helping Teacher Model" (Rauh, 1978) is an IE program which has been in use in one urban/suburban school district for some time. A helping teacher is one whose primary function is to assist other teachers in a peer-support role with the emphasis on improving their performance in classrooms. The program is called the Instructional Associate Program, the facilitators are called Instructional Associates (IA), and the participants are called Targets. The IA visits the classroom observing the children and the target teacher at work, brings new materials, resources, and ideas to the attention of the teachers, confers with and helps her/him plan effective ways to improve their educational practices. The rationale grows from the belief that if teachers are to improve their effectiveness, it is the responsibility of the school district to provide time, assistance, and support for professional growth, and to recognize that there is a need

to help teachers in their own settings. This differs from traditional IE approaches, such as after school lectures, workshops, and university courses.

The Helping Teacher Model calls for active participation and a sense of ownership in the planning and implementation of change. Stress is placed on relating planning and evaluation. It appears that this model can be useful in the application phase of IE, especially for multicultural curriculum and instruction in the classroom, and probably for role modeling and feedback in actual home-school visits. If peer support strategy is going to be effective with this model, however, IA's must work toward whole school or subgroup involvement to develop sharing and internal support. Assisting a teacher on a one-to-one basis may leave that teacher better informed, yet still isolated in terms of integration.

The New England Program in Teacher Education Model is based on shared decision-making and stresses good planning as the key to effective IE (Goddu, et al., 1977). Based on only four components (phases)--planning, design (preparation), implementation, and evaluation--this model pays appropriate attention to planning and evaluation but ignores application. Follow-up inservice is implied, one function given for evaluation is as a basis for recommendation for the next phase of IE.

The Teacher Corps 10th, 11th, and 12th Cycles (1975-1979) initiated IE programs which were school-based, programmatic, and collaboratively designed by higher education faculty, public school administrators, classroom teachers, and community members (Morris, et al., 1979). The projects were organized around one of five themes: (1) training complex, (2) competancy-based teacher education, (3) alternative school designs, (4)

interdisciplinary training, and (5) adaptation of research findings. There is little attention paid to inservice for multicultural education; for example, two pages on a multicultural component is used "to demonstrate the delivery system of a typical project content area," including the rationale, determination of objectives, and various activities (pp. 190-192). But the models in this report are fragmentary, and its utility lies more in its guidelines. These are also, however, fragmentary, as well as disorganized.

Some models grew out of specific, pressing, local, state, or regional needs. An example of this is the program conducted by Western Regional School Desegregation Projects at University of California at Riverside and Community Resources, Ltd. (Smith, 1974). Its purposes were to (1) shorten the time lag between local politically or court-mandated desegregation and school integration, and (2) improve academic achievement in racially mixed classrooms. The method chosen was to train people who were planning school desegregation in California and other parts of the Southwest to be school change agents, directing workers in local schools and communities to promote school desegregation/integration.

The Western Regional School Desegregation program, designed to last six months, consisted of three 2 1/2 day workshops alternating with three 1/2 day workshops. A variety of instructional procedures provided guidance, information, and experience in nine content areas: (1) the state of school desegregation, (2) racism in American schools, (3) social/political structure of American schools and of the educational profession, (4) alternative programs to support integration (5) theory and practice of making change in schools, (6) coping with resistance, (7) building support systems for consultants or change agents, (8) funding sources and other

resources, and (9) developing and implementing change programs in schools. As reported in the literature, the program includes useful content areas, but deals almost exclusively with implementation.

Two of the more promising models are dealt with below in Research Question 2.

2. Research Question 2 - Can any of these models be applied to facilitate effective desegregation/integration?

Although few IE models dealt specifically with desegregation/integration, some showed promise of adaptability. One of these is described in "Integrating the Desegregated School: A Model for the In-Service Education of School Personnel" (Greene and Virag, 1973). This model is comprised of seven components: (1) power structure, (2) division steering committee, (3) individual school project team, (4) human relations task force, (5) curriculum and instructional task force, (6) evaluation task force, and (7) dissemination task force. Drawing upon their experience in school desegregation, Greene and Virag presented their model in a paper to the National Council for Social Studies Annual Meeting (1973). The rationale includes twelve difficulties which "constantly reappear in the literature" (and seven years later, they still do). A list of IE objectives is included to "serve as guides for the implementation of programs and activities." The authors stress awareness of desegregation-related issues and use of strategies to reduce tensions and insecurity among children, and they propose an IE program to provide "skills and competencies" to "prepare school personnel for the task of educating children in a multi-ethnic classroom."

The schema of the model (See Figure 1) depicts the seven components

INTEGRATING THE DESEGREGATED SCHOOL: A SYSTEM OF IN-SERVICE EDUCATION FOR SCHOOL PERSONNEL

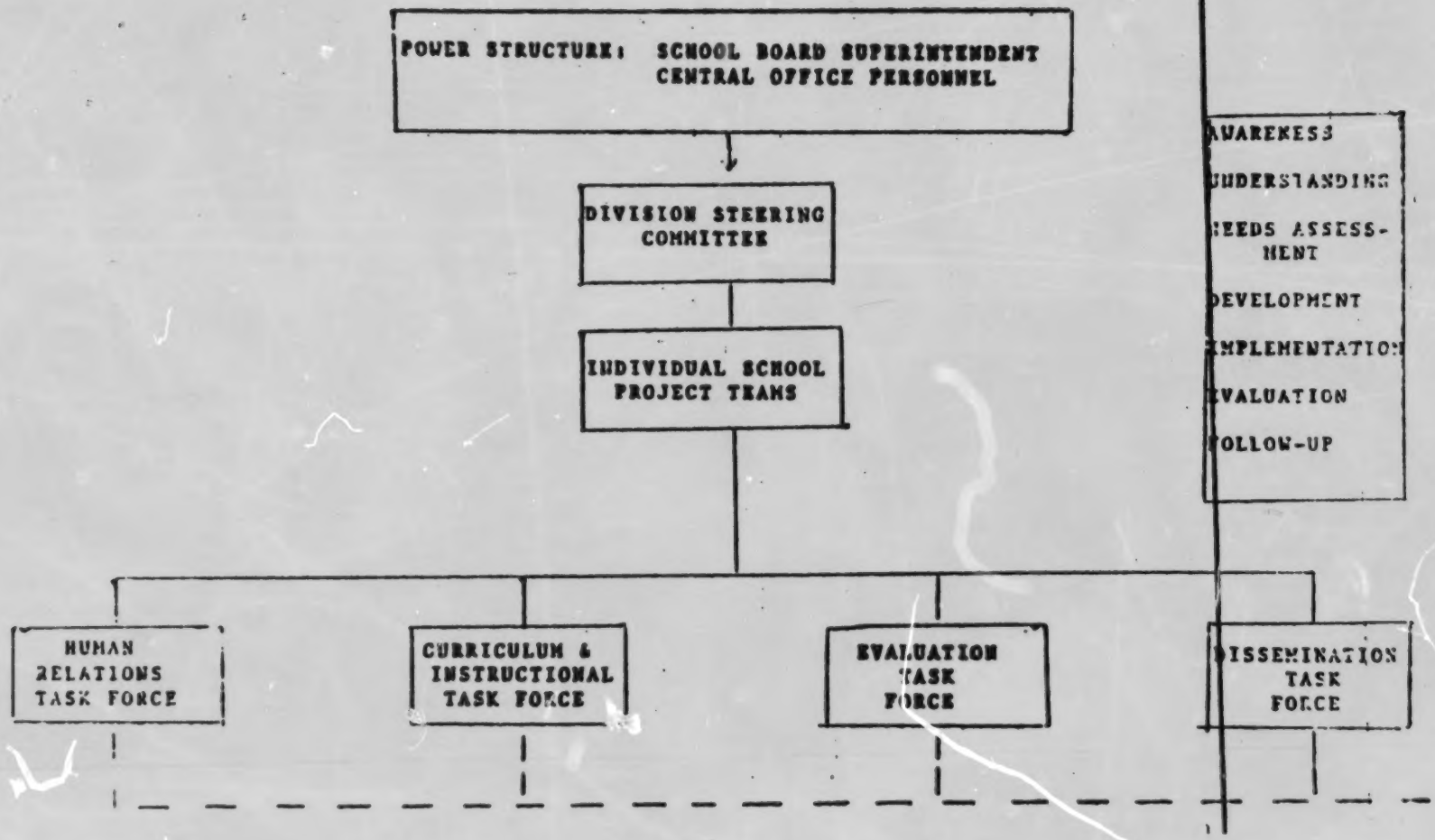

Figure 1

From Greene and Virag, 1973

and their relationship to each other. This model would appear to be more of a personnel organization chart than a systematic representation of steps or processes in an inservice program. Perhaps this is why the rectangular box at the right of the figure is included, showing "Awareness," "Understanding," and other concepts which may represent sequential steps in IE. If so, it omits planning and application as necessary steps, unless they are subsumed under "Development" and "Implementation" respectively. Unfortunately the text does not mention the steps, much less explain their relationship to the seven components.

The text does, however, describe the components and lists "illustrative responsibilities" for each. The Division Steering Committee would be made up of "representatives from each of the public schools," the central office, school board, and community. Individual School Project Teams would be composed of division steering committee representatives and representatives from all other categories in the school, except two evidently. Greene and Virag take care to stress the need for representation from the "various diversities existing in the faculty," and they list specific categories but do not mention principals or classified staff.

Thus, although the Greene and Virag model was the most complete and useful one related directly to desegregation, the schema is somewhat faulty and there are serious omissions.

Another model with promising components and processes is the Concerns-Based Adoption Model (CBAM) constructed by Hall and Loucks (1978) and their colleagues at the University of Texas Research and Development Center. The CBAM was developed to facilitate innovation in two ways: (1) by defining the target audience's degree of involvement with and the quality of

use of an innovation, and (2) by providing and innovating agency with diagnostic information for prescribing interventions for each user in the agency.

CBAM is predicated on the assumptions that: (1) an individual within a system adopts innovation through a personal and lengthy process of change, and (2) direct assessment of each individual's concerns raised by the innovation and uses of it is necessary in order to termine if and how it is being used. The CBAM diagnosis has two dimensions: (1) stages of concern about the innovation (SoC), and (2) levels of use of the innovation (LoU). For this diagnosis, two instruments were developed: (1) the SoC Questionnaire, and (2) the LoU Interview.

Evidence of the flexibility and adaptability of the CBAM was shown in the school change model (Miller, Wolfe, 1978) that focused on levels of concern and levels of need. Their IE efforts had dual purposes, to affect individual teachers and to change the social system of the school. Also, during the period 1977-1979, the Southwest Educational Development Laboratory (SEDL) Division of Bilingual and International Education adapted and used the CBAM for IE in bilingual education in four school districts (Dominguez, 1979). The foci of this effort were on identifying teacher bilingual education needs and developing an IE plan to meet these needs.

The study and CBAM adaptation by the SEDL Division of Bilingual and International Education are of particular interest to Project WIEDS because its efforts to improve education in desegregated schools includes bilingual education concerns and because desegregation and bilingual education have important parallels. Both usually require innovation, both are frequently mandated by federal and/or state authority, both are met with various

degrees of resistance and feelings of insecurity among school personnel.

The CBAM systematic approaches to individual client's real concerns and inertia to change are adaptable to a comprehensive and flexible model. Elements of CBAM can be incorporated into each component of the WIEDS Inservice Education Process Model (Research Question 3, below).

3. Research Question 3 - What new models for IE need to be developed?

It is evident from the WIEDS study and other significant desegregation-related investigations (See III.-B., Findings/Outcomes from Literature Review, below) that a broad, flexible model for IE is needed, particularly one which can be used by schools and districts to facilitate desegregation/integration. To meet the needs of local schools, the model should be comprehensive enough to provide practitioners and decision-makers with guidance through the components and elements essential to an effective training program. The model must at the same time anticipate variety in local desegregation-related conditions and needs and be adaptable to them.

A set of practical, succinct, logically organized guidelines are also needed to accompany the model. These are necessary to operate effectively in the three domains of IE: the procedural, substantive, and philosophical (Hudson, 1979). The procedural domain involved political questions and requires strategies for controlling, supporting, and delivering inservice. The substantive domain deals with technical concerns about the content and process of IE. And the conceptual domain includes such philosophical issues as inservice theories, perspectives, and rationales.

Project WIEDS has put forth its best efforts to conceptualize and develop a model and guidelines which will help schools and districts imple-

ment desegregation/integration, improving race relations in the schools and enhancing equality of educational opportunity. The WIEDS Model and Guidelines developed to this point are included in this report as Appendix B.

B. Findings/Outcomes from Literature Review

It seems clear from a review of desegregation and inservice education literature that: (1) the current state of IE practice is generally is disrepute, (2) there is insufficient research in IE, especially in regard to desegregation/integration, (3) there is a need for broad conceptualizations of flexible models for IE, (4) much is known about sound principles, or guidelines, for effective IE, (5) a great deal can be done to help provide equal educational opportunity for all children, (6) much is known about why desegregation went well in some communities and not in others, and (7) IE is important in facilitating the desegregation/integration process.

IV. CONCLUSIONS/IMPLICATIONS AND RECOMMENDATIONS

A. Discussion of Results in Regard to Objective

The objective of Project WIEDS during FY 80 has been:

> To conceptualize a set of models and guidelines for enhancing the effectiveness of staff development and inservice education activities (IE) in desegregated/desegregating schools.

The WIEDS model and guidelines are to be tested in FY 81. Feedback from respondents has been generally favorable and constructive, and the Project staff is confident that in their present forms the WIEDS model and guidelines are an improvement over those found in the literature today. After testing and further development and revision in FY 81, the WIEDS model and guidelines for IE should be significant contributions for the implementation of smooth and peaceful desegregation and effective integration in schools and districts.

B. Limitations

There is strong evidence, as indicated in I.-C., above, that inservice education can do a great deal to help provide equal educational opportunity for all children, and is important in facilitating the desegregation/integration process. IE cannot, however, solve all problems related to school desegregation. As set forth in the WIEDS guidelines (Appendix B), there are a number of factors which influence the desegregation/integration process. Among these are local leadership, community involvement, and attitudes and behavior of school staffs which may not even give IE a fair trial. In a real sense, IE is a tool, and a very important tool, but no one tool can be expected to fill all needs.

C. Generalizations and Implications for Future Research and Action

Historically, desegregation has been generally considered to include only Blacks and Anglos. But in 1970, in Cisneros v. Corpus Christi Independent School District, a federal district court ruled that "Mexican Americans are an identifiable ethnic minority group for the purposes of public school desegregation." The federal courts now prohibit school districts from classifying Hispanics as white and desegregating them with blacks to comply with court orders (García, 1976). Few studies, however, have been conducted involving Hispanics and Anglos within a desegregated setting. Of those conducted, most have to do only with California. This was indicated in a review of the literature as well as by personal accounts at the 1980 American Educational Research Association Annual Meeting by the presenters at the symposium, "Hispanics and Desegregation."

More research into Hispanic education concerns is needed. Hispanics already constitute a major segment of the Southwest and other parts of the United States, and they are rapidly becoming the largest minority in public schools (Noboa, 1980). IE is needed to increase school personnel's awareness of Hispanic culture, cognitive styles, and education needs and goals.

Further, the relatively little research as to how desegregation and bilingual education affect each other indicates that more study is needed in this area also. In a National Institute of Education (NIE) conference in 1977 to discuss desegregation and other educational concerns of the Hispanic community, researchers and scholars, educational practitioners, community and civic groups, and educational policymakers identified areas of research which required urgent attention. One of those areas named is bilingual education and desegregation (NIE, 1977).

Thomas Carter's study, "Interface Between Bilingual Education and Desegregation: A Study of Arizona and California" (1979), concluded that there is no "ideal community" where both programs are working well. The problems, he feels, lie in legalistic interpretations, leaving the community out of the process, and in the lack of intelligent planning, commitment, and proper implementation by districts. This is probably true in Texas and New Mexico as well. It is important that relevant research be carried out in the SEDL Region since it is practically "untouched" in the areas of the interaction of desegregation and bilingual education.

WIEDS interview findings indicate that bilingual education programs are a "part" of the curriculum and instructional programs in those areas where there are concentrated populations of Mexican Americans and Hispanics. But questions are raised concerning district goals, public policy, staffing, compliance with Lau, and lastly, possible conflict with desegregation when it is not incorporated in a court ordered plan and there are more than 8,000 Mexican American students in that district. These findings are consistent with others across the nation (Noboa, 1980; Carter, 1979) indicating that many administrators regard the juxtaposition of bilingual education vs. desegregation as an either/or option. One teacher who was interviewed had been in an all-minority elementary school prior to desegregation and had taught in a bilingual classroom, stated that after the court order, he was reassigned to a previously all-white school where the majority of the students were white. A sprinkling of Mexican Americans were bused in but unfortunately not enough to maintain a bilingual "program." That portion of his time once devoted to instruction in a bilingual setting was now divided up among electives such as physical education, music, and art. This same teacher also said that there was a dire need to hire more minority

teachers. This is one example of several responses expressing concern about schools not meeting the needs of Mexican American children (King and Galindo, 1979).

Bilingual/bicultural desegregation often poses logistical problems, especially in urban areas. Studies by José Cárdenas (1978) indicate that in general, most of the problems presented as difficulties of instructing language minority children in desegregated facilities involve administrative inconvenience rather than pedagogical impediments to carrying out desegregating orders of the court. There is confusion, as well as frequent conflict, with desegregation in determining (1) the number of students to be served; (2) racial group tracking and isolation; and (3) staff transfer and reduction in force. All of these issues have major desegregation implications (Carter, 1979). Many school districts see desegregation only in Black and White terms or in percentages to comply with court orders but fail to consider the needs of Mexican American students. As a result, bilingual education is sacrificed in many desegregating school districts. This is counterproductive for Hispanic students particularly and all students in general. As Fernández (1978) stated, "bilingual education and desegregation are divergent yet similar thrusts, both seeking equal educational opportunity."

According to Carter (1979), whose NIE-funded study focuses on the interfacing of both desegregation and bilingual education, the planning and implementation phases of these educational movements are critical in determining success or failure. Carter suggests that these two overriding tasks must be simultaneously undertaken by those planning desegregation and bilingual education.

To summarize the implications of WIEDS' findings in regard to bilingual/

biracial and multiracial desegregation, there needs to be: (1) more studies pertaining to desegregation other than that of black and white pupils, and (2) a remedy to the paucity of studies relating to multiracial desegregation involving white, black, and Hispanic, or white, black, and Native American, and biracial desegregation of Hispanic and Anglo. After summarizing 120 studies of school desegregation which she analyzed for outcomes to children, St. John (1975) concluded that further investigation of the general question--"Does desegregation benefit children?"--would seem a waste of resources. "The pressing need now is to discover the school conditions under which the benefits of mixed schooling are maximized and its hardships minimized." A search of the literature indicates insufficient investigations to discover these beneficial school conditions and how to bring them about, for either multiracial or biracial schools.

Research is also needed in IE and desegregation in rural and small schools. The literature indicates that little attention has been paid to these areas (Cosby and McDermott, 1978; SEDL/RX, 1980; Sher, 1977 and 1978; Dupris, 1980; Kuvlesky, 1977; Edington, et al., 1977; ERIC/CRESS, 1977, 1977a; Veselka, 1980). As Nachtigal (1980) observed, training programs for "both teachers and administrators have long reflected an urban bias," and little has been done to build on "potential strengths" of rural schools.

There seems to be a general problem implicit in the WIEDS findings of significant deficiencies in implementing school desegregation/integration, whether in large or small districts, urban/suburban/rural settings, or having biracial/bilingual/multiracial populations. There is a lack of public understanding of what constitutes equal educational opportunities. Thus there is no general public commitment to providing equal educational oppor-

tunities. This is evidently true in the nation as it is in the SEDL region. Until there is such understanding and commitment, it will continue to be difficult for educational leaders to implement desegregation and integration. It would help if the leaders themselves understood and were committed to equal educational opportunity.

The interrelated issues of desegregation, equality of educational opportunity, and quality of education are important parts of a growing sense of urgency about the nation's public schools. It may be that many administrators are not willing to concern themselves about desegregation/integration or more effective IE until they are forced to do so, or they feel that they have general public support for them, or they are convinced that the costs (political as well as financial) are more than offset by benefits.

The implications for WIEDS and other desegregation related projects are five: (1) disseminate, as widely as practical, information about the benefits of desegregation and integration, (2) develop guidelines and models to make effective IE to facilitate desegregation/integration as easily accomplished as possible, (3) provide technical assistance to staffs of appropriate SEAs and regional agencies to implement effective IE for clients and facilitate desegregation/integration, (4) make findings available in useful form to judges, attorneys, and others involved in desegregation/integration, and (5) expand research and action to promote and facilitate biracial and multiracial desegregation/integration, bilingual education, and other multicultural education concerns as indicated in the "Recommendations for Future Research and Action" below.

D. Recommendations for Future Research and Action

Findings from the WIEDS Study suggest recommendations for several significant areas of future research and action. These implications fall into more or less definable, but not mutually exclusive, categories: (1) bilingual education and desegregation/integration, (2) multiracial desegregation/integration, (3) rural/small school desegregation/integration, (4) multicultural and desegregation/integration concerns of migrant children, (5) IE, (6) general equal educational opportunity, and (7) implementation.

1. Bilingual Education and Desegregation/Integration

The emerging Hispanic population, the outcomes and the longevity of bilingual education, and the controversial issue of desegregation should provide an impetus for research and action in the following areas.

a. Research

1) What is the relationship between bilingual education (Spanish-English) and successful desegregation strategies?

2) What is the relationship between bilingual education and desegregation when languages/cultures other than Hispanic are involved? Are there problems distinct from those associated with bilingual education in biracial desegregation? What are the most effective methods of solving these problems?

3) What bilingual/multicultural approaches, techniques, and strategies help teachers most in teaching equitably in bilingual/multicultural groups?

4) Is the support for bilingual education in a particular community correlated with socio-economic status differences within the Hispanic community? What are the implications of this?

5) What are minority attitudes toward desegregation/bilingual education (such as Hispanic concerns regarding their welfare and stake in the educational arena and in getting equal educational opportunities)?

b. Action

1) Inform SEA and LEA personnel of existing state and federal guidelines (e.g., the proposed Lau regulations) regarding bilingual education and offer suggestions as to how to implement these.

2) Develop long range, comprehensive HEA programs to prepare and train teachers to recognize, respond to, and appreciate culturally and linguistically different children.

3) Sensitize LEA personnel to the characteristics and educational needs of minority children and provide technical assistance for appropriate programs to meet these needs.

4) Inform SEA and LEA personnel about such vital issues as: staffing, number of students to be served, and tracking or grouping when planning bilingual education and desegregation.

5) Educate appropriate judges and attorneys about the sociological and pedagogical factors surrounding bilingual education when it is involved in desegregation.

6) Sensitize appropriate LEA personnel to the need to look carefully at community attitudes toward desegregation and bilingual education mandates, as this is an important variable to consider in the planning and implementation of both programs.

7) Inform SEA and LEA personnel about the variety of BE programs so that a typology of programs can be developed, alternative bilingual approaches considered, and a program adapted to meet each school's needs within its particular desegregated setting.

2. Multiracial Desegregation/Integration

Social dynamics may be considerably different when there are more than two ethnic groups of significant numbers present in a school than when there are only two. More study is needed of these dynamics and their implications.

a. Research

1) In multiracial desegregation, what effect does the hiring and placement of minority staff have on minority student achievement?

2) What are the most effective methods and strategies which teachers use to improve race relations in multiracial schools?

3) What are the most effective methods and strategies which principals use to improve race relations in multiracial schools?

4) How well is multiracial desegregation working according to the perceptions of those involved (parents, students, teachers, and others)? What problems remain to be solved?

5) What strategies are most effective in preventing/resolving tensions and promoting understanding among groups involved in multiracial desegregation and integration?

6) What is the quality of relations between racial groups of different categories (e.g., Hispanic parents and Anglo teachers, etc.)? What are the most effective methods of improving these relations?

b. Action

1) Inform and sensitize LEA staffs and faculties as well as the overall community about the implications for educational policy, planning and practice brought about through court-ordered desegregation involving communities.

2) Provide technical assistance to those LEAs undergoing multiracial desegregation, especially during the planning and implementation phases.

3) Sensitize LEAs to the need for distinguishing, and prepare them to distinguish, the needs of Blacks from those of Hispanics, as well as from those of other racial minorities in multiracial desegregation.

3. Rural/Small School Desegregation/Integration

Research and action are needed to remedy the urban bias in the preparation of staffs of rural/small schools and to implement measures to promote equal educational opportunity in all geographic/demographic circumstances.

a. Research

1) What actions are most effective in preventing/resolving tensions and promoting understanding among racial groups involved in rural school desegregation and integration?

2) Is there validity to the concept of social distance in rural school desegregation/integration? If so, what are the implications of this?

3) What effects can be expected when there are socio-economic status differences within the groups? Between the groups? What are the implications of this?

b. Action

1) Develop long range, comprehensive HEA programs to prepare and train teachers to recognize, respond to, and appreciate culturally different children in rural/small school settings.

2) Sensitize rural/small school personnel to the characteristics and educational needs of minority children and provide technical assistance for appropriate programs to meet those needs.

4. Migrant Education and Desegregation/Integration

In addition to the attention being given to the problems of frequent interruptions, special curricula, and record and credit transfers inherent in migrant education, research and action are needed to promote appropriate IE to implement multicultural education and integration for these children also.

a. Research

1) What activities are most effective in providing an integrated setting for equal educational opportunity for migrant children?

b. Action

1) Develop long range, comprehensive HEA programs to prepare and train teachers to recognize, respond to, and appreciate socially and culturally different children in migrant education settings.

2) Sensitize migrant education personnel to the characteristics and educational needs of minority children and provide technical assistance for appropriate programs to meet those needs.

5. Inservice Education

The WIEDS Study indicates a number of needs which limit the effectiveness of current practices in IE. These needs are the basis for the following recommendations for research and action:

a. Research

1) What IE models and guidelines are most effective in promoting desegregation/integration?

2) Do different school situations (e.g., size, ethnicity, history of race relations, community setting) need different models and guidelines?

3) How can these models and guidelines be effectively evaluated?

4) How can cost effectiveness of IE be determined?

5) What technical assistance is most effective in implementing IE?

b. Action.

1) Promote effective investigation of effects of various approaches to IE in various desegregated settings.

2) Disseminate information, guidelines, and models for IE.

3) Technical assistance to train appropriate LEA, SEA, and regional agency personnel for systematic long-range IE.

6. General Equal Educational Opportunity

Other research questions and needs for action which overlap and impinge upon desegregation/integration and bilingual concerns have also been brought to the surface by the WIEDS Study.

a. Research

1) What are the most effective actions to take to educate the public and school personnel about the benefits of desegregation and integration and to involve them in the processes?

2) What are the most effective actions to take to educate non-certified school personnel about the benefits of desegregation and integration and to involve them in the processes?

3) What are the most effective actions to take to sensitize higher education agency staff and faculty, especially of the colleges of education, to the benefits of desegregation and integration and to involve them in the processes?

4) Are minority males the victims of more discrimination than others? If so, what remedies are available to counter this?

5) Is shade of skin a factor in discrimination against minorities in schools and classrooms? If so, what remedies are available to counter this?

6) How does socio-economic status affect desegregation/integration and bilingual education? If discriminatory, what remedies are available to counter this?

7) Is socio-economic status a factor in the hiring and promotion of minority administrators? If so, what remedies are available to counter this?

8) Is sex discrimination a factor in the hiring and promotion of minority administrators? If so, what remedies are available to counter this?

9) To what extent can race, ethnic, socio-economic, sex, and other prejudices in schools be dealt with in the same workshops and other SD/IE activities?

10) Is there a different pattern of years in position and age at time of promotion for minority administrators than for Anglo administrators? If so, what are the implications of this?

11) Do minority administrators more than Anglo administrators perceive local civil rights groups as exerting more pressure to desegregate schools? If so, what are the implications of this?

12) Do those LEAs with more personally involved minority administrators experience less disruption while implementing desegregation? If so, what are the implications of this?

b. Action

1) Sensitize HEA staff and faculty, particularly those of colleges of education, to the need for multicultural/bilingual education for HEA students.

2) Technical assistance to help prepare HEA staff and faculty, particularly those of colleges of education, to the need for multicultural/bilingual education of HEA students.

3) Sensitize SEAs' staffs to the need for multicultural/bilingual education in LEAs.

4) Technical assistance to help prepare SEA staffs to assist LEAs in implementing multicultural/bilingual education in LEAs.

5) Sensitize LEA staffs and faculties to the need for multicultural/bilingual education in LEAs.

6) Technical assistance to help prepare LEA staffs and faculties in implementing multicultural/bilingual education in LEAs.

7. Implementation

A major product of the research should be, of course, what are the most effective actions to take. In a sense, it must also inquire as to how to get the action taken. After it has been determined what strategies are most effective in promoting positive race relations and a school/class-

room atmosphere that is conducive to learning, more effective ways need to be found to get the strategies implemented.

Published research indicates that voluntary desegregation efforts are few, tentative, and generally ineffectual. Apparently, even less is being done to promote integration and effective bilingual education. The questions of when and how to implement each remedy must be considered concomitantly if they are to be answered effectively (Zirkel, 1969).

a. Research

1) Should there be more court-ordered desegregation, integration, IE, and bilingual education?

2) How can voluntary efforts be promoted and made more effective?

3) Is monitoring necessary?

4) What monitoring is most effective?

5) How can school administrators and board members, judges, attorneys, and the general community best be informed of the benefits of desegregation/integration?

6) What are the existing models for change processes in schools?

7) Can any of these models be applied to facilitate effective desegregation/integration, and bilingual education?

8) What new models for change processes need to be developed for effective implementation of desegregation, integration, and bilingual education?

9) What technical assistance is most effective in promoting a change process to implement desegregation, integration, and bilingual education?

b. Action

1) Apply change process models to the implementation of desegregation/integration, and bilingual education.

2) Train appropriate LEA, SEA, and regional agency personnel to apply change process models to the implementation of desegregation, integration, and bilingual education.

3) Disseminate information, guidelines, and models for change.

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APPENDICES

A. QUESTIONNAIRE FOR WIEDS IE PROCESS MODEL AND GENERAL GUIDELINES

B. WIEDS INSERVICE DUCATION PROCESS MODEL AND GENERAL GUIDELINES

B. HOME-SCHOOL COOPERATION: RATIONALE AND REFERENCES

APPENDIX A

QUESTIONNAIRE
for
WIEDS General Model and Guidelines
for
Inservice Education in Desegregated/Desegregating Schools

The WIEDS staff appreciates your taking time to help improve its Model and Guidelines for inservice education in desegregated/desegregating schools.

INSTRUCTIONS

The items below are arranged sequentially to correspond to sections of the Model and Guidelines in the order that they appeared, beginning with the Introduction and Rationale and ending with References.

For those items with a Likert scale, please circle the one number which most appropriately corresponds with your own reaction to that section.

Your written responses to each section will be especially helpful.

Introduction and Rationale

1. How would you describe the Introduction and Rationale?

Very clearly stated		Somewhat clearly stated		Not clearly stated
1	2	3	4	5

How could this section be improved?

2. How would you describe the Assumptions?

Very clearly stated		Somewhat clearly stated		Not clearly stated
1	2	3	4	5

How could this section be improved?

3. How would you describe the Definitions?

Very clearly stated		Somewhat clearly stated		Not clearly stated
1	2	3	4	5

How could this section be improved?

Guidelines

1. How would you describe the General Desegregation Guidelines?

Very clearly stated		Somewhat clearly stated		Not clearly stated
1	2	3	4	5

How could this section be improved?

2. How would you describe the General Multicultural Education Guidelines?

Very clearly stated		Somewhat clearly stated		Not clearly stated
1	2	3	4	5

How could this section be improved?

3. How would you describe the General Inservice Education Guidelines?

Very clearly stated		Somewhat clearly stated		Not clearly stated
1	2	3	4	5

How could this section be improved?

4. Would the three sets of General Guidelines be more effective if they were compiled as one list, rather than divided into the sections they now are as Desegregation, Multicultural, and Inservice Education guidelines?

Yes_____ No_____

Comments:

Process Model

How would you describe the Process Model for Inservice Education?

Very clearly stated		Somewhat clearly stated		Not clearly stated
1	2	3	4	5

How could this section be improved?

Need Areas

1. How would you describe the Inservice Need Areas Overview?

Very clearly stated		Somewhat clearly stated		Not clearly stated
1	2	3	4	5

How could this section be improved?

2. How would you describe the identified Need Areas?

Consistent with your experience		Somewhat consistent with your experience		Inconsistent with your experience
1	2	3	4	5

How could this section be improved?

3. Please indicate with a check mark which two of the Need Areas below you think are the most important for desegregated/desegregating schools.

____Home-School Cooperation	____Student Motivation
____Cultural Awareness	____Evaluation and Use of Materials
____Values Clarification	____Multicultural Curriculum
____Race Relations	____Integrating Extracurricular Activities
____Classroom Management/ Disciplinary Skills	

References

1. How would you describe the list of References?

Very helpful 1 2 Somewhat helpful 3 4 Not helpful 5

How could this section be improved?

2. How would you describe the recommendations for further reading?

Very helpful 1 2 Somewhat helpful 3 4 Not helpful 5

How could this section be improved?

Appropriate Level

At which level do you think use of the WIEDS Model and Guidelines would be appropriate? Please check one of the following.

____district level
____building level
____both district and building level

RETURNING THE QUESTIONNAIRE

After you have completed the questionnaire, please insert it in the accompanying reply envelope and mail it. Thank you sincerely.

APPENDIX B

WAYS TO IMPROVE EDUCATION IN DESEGREGATED SCHOOLS:

GENERAL MODEL AND GUIDELINES FOR INSERVICE EDUCATION IN SCHOOLS IMPLEMENTING DESEGREGATION/INTEGRATION

Ways to Improve Education in
Desegregated Schools Project

Division of Community and
Family Education

Southwest Educational
Development Laboratory
211 East 7th St.
Austin, Texas 78701

Prototype Set 82

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A. INTRODUCTION AND RATIONALE

The purpose of Ways to Improve Education in Desegregated Schools (WIEDS) has been to develop an information base about successful desegregation/integration strategies for use in constructing a model and guidelines for schools to use in planning inservice education activities. WIEDS developed its substantial data base by: (1) reviewing desegregation and inservice education literature, (2) analyzing the U. S. Commission on Civil Rights Desegregation Case Studies and the National Institute of Education Desegregated Schools Ethnographies, (3) surveying 148 central office administrators and General Assistance Center personnel, (4) interviewing 193 administrators, teachers, students, and parents and other community representatives, and (5) studying selected Southwest Educational Development Laboratory (SEDL) region schools' inservice education programs.

The data collected by WIEDS indicate important desegregation-related needs and ways to meet those needs. The need areas include: (1) cultural awareness, (2) interpersonal relations, (3) curriculum integration, (4) pupil self-concept, motivation, and discipline, (5) dropouts/expulsions/suspensions, (6) teaching methods and learning styles, (7) parental involvement, (8) resegregation, (9) segregation within the classroom and extracurricular activities, (10) the relationship between bilingual education and desegregation, and (11) effective inservice education.

WIEDS staff believe that these needs can be most effectively met in those school districts with an effective inservice program. WIEDS' objectives are to produce guidelines and a model for inservice activities in desegregated/desegregating schools so they may be more effective in improving education.

There is no one best way to program inservice education (IE). There are too many important and dynamic variables interacting, especially in the desegregation process. In the development of the following model and guidelines, consideration has been paid to differing general circumstances, such as: stage of desegregation/integration, whether desegregation is mandated or voluntary, ethnic composition of students and staff, elementary or secondary level, whether rural, urban, or suburban, history of race relations, experience in inservice, and other variables. Thus the model and guides offered here provide flexibility without violating certain assumptions about the worth of the individual and the value of multicultural education. These guidelines and model are intended as a state-of-the-art general mapping of principles and processes of adult education in the critical and sometimes sensitive setting of desegregated schools.

The emphasis here is on desegregation and multicultural education, but the principles and processes are sound for general inservice education. It is not necessary to have one staff development (SD) program for desegregation and another for everything else. In most instances it is probably desirable that they merge. An exception, of course, is the not uncommon situation of implementing desegregation suddenly with little or no preparation. This is the situation which frequently exists after a protracted legal battle over whether the district will desegregate, which ends with a court order for desegregation. Then implementation becomes a crash program. Otherwise, however, it is appropriate to include multicultural education in the general inservice program.

This is one way in which desegregation brings opportunities, through new content and processes. Multicultural education, training in effective

communication, interpersonal relations, and parental involvement--so frequently slighted in many school programs--begin to receive attention. It is unfortunate that multicultural education is so singularly associated with desegregation. Its value as preparation for life in a culturally pluralistic world is basic for all students, whether in a desegregated or a racially isolated school. A multicultural program may be more difficult in a racially isolated school, but it is no less important, whether it be an Anglo or a minority school. And the need for good race relations, effective communication, and home-school cooperation are not peculiarly related to desegregation. The teacher with increased awareness, knowledge, and skills in these areas will tend to be more effective in teaching majority as well as minority children. Other general assumptions are included in the list below.

1. Assumptions

These guidelines were prepared with certain assumptions in mind about multicultural education and inservice education. These assumptions have emerged from experience and studies (e.g., Berman & McLaughlin, April 1975 and April 1977; King, Galindo, et al., November 1979; Klausmeier, et al., 1980) and are implicit in the WIEDS IE guidelines.

a. Assumptions About Multicultural Education

- Each person has inherent value and worth simply because s/he is a human being. This includes children.
- A goal of public education is to prepare students for a full life, to help them develop their abilities and skills to interact positively and effectively with other people.

- Because its multicultural/multiethnic population is one of the valuable resources of the United States and because many individuals' feelings of worth are predicated in some degree upon their cultural background, multicultural education is vital in the preparation of a child for a full and productive life in our society.
- There are a number of sound strategies and skills which can promote good education in schools. Most of these, and some more specialized strategies and skills, can help improve education in desegregated schools.

b. Assumptions About Staff Development

- Many schools are functioning effectively in many ways, but significant improvements can be made in the educative process.
- School staffs are professionally concerned about the educative process and want to improve their practices.
- School staffs have the capability to improve their practices; however, time, space, and resources must be arranged so that the total school staff can participate in improvement activities.
- Significant improvements in education practices require a total school effort.
- Teachers, administrators, and other school and district staff possess important clinical expertise.
- Professional improvement is an individual, long-term, heuristic process, wherein a staff member fits innovative concepts to his/her concerns, style, and situation.

2. Definitions

One of the findings of the WIEDS study is that there is no universal agreement on definitions of the terms "staff development" and "inservice education." Following are definitions of the terms as they are used in these guidelines.

Staff development: refers to any personnel changes to improve education and includes two aspects: (1) inservice education, and (2) staffing (selection, assignment, etc.).

Inservice education: any activity of school personnel to improve their professional effectiveness. The activity can be undertaken individually or with others, informally or in a structured context. The improvement can be through the acquisition of knowledge, changes in attitude, and/or development of skills, including interpersonal skills.

The WIEDS study also found that there was not general agreement on the meanings of the terms "desegregation" and "integration." To assist in defining these concepts and in understanding their relationship, the WIEDS staff has developed the following "WIEDS Continuum Model of Desegregation/Integration." (See Figure 1)

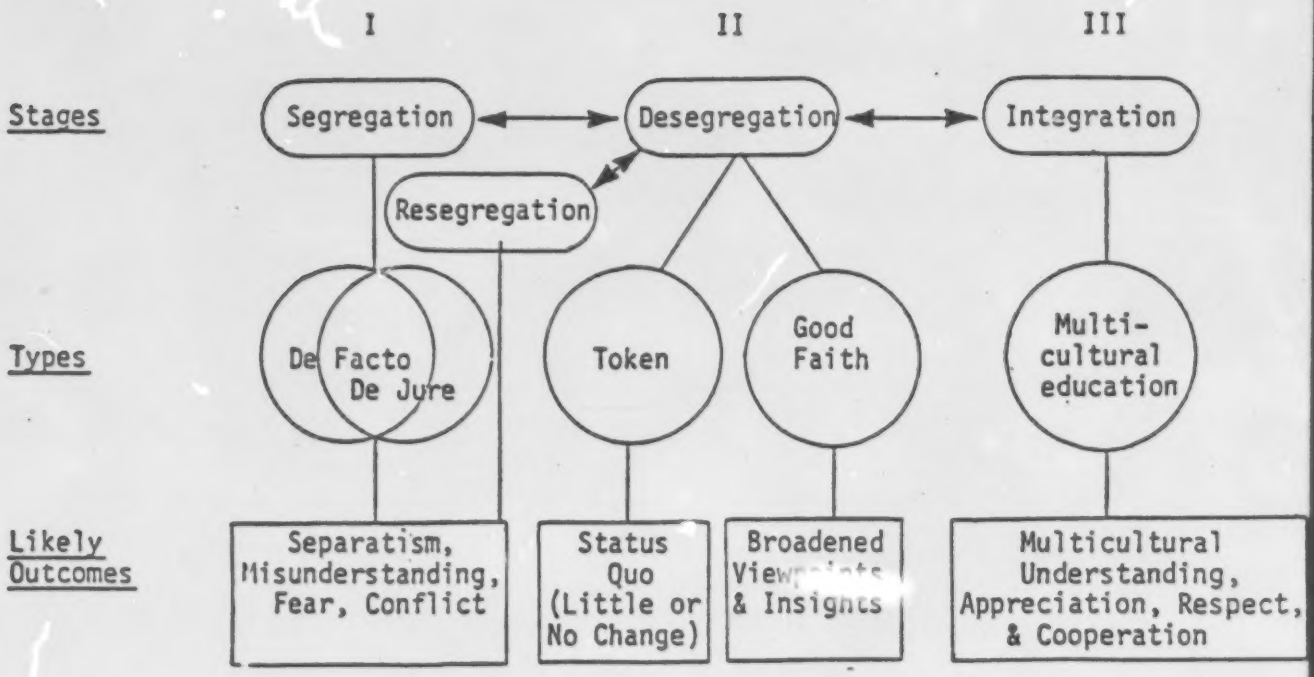

Figure 1

WIEDS Continuum Model of Desegregation/Integration

Segregation is the involuntary isolation of a group(s) of people because of race or some other characteristic. Whether de jure or de facto, it has included discrimination against those segregated, and it has bred separatism, misunderstanding, mistrust, fear, and conflict between the groups involved. Desegregation is the ending of segregation, the bringing together of previously segregated groups.

Many school districts have resisted desegregation, sometimes practicing tokenism and otherwise maintaining status quo discrimination against minorities. Other districts have accepted the letter and the spirit of the law to desegregate and have made "good faith" efforts to provide equal

educational opportunities and an atmosphere which promotes the expansion of viewpoints, new learning, and trust. Frequently these good faith efforts are characterized by relatively isolated ethnic awareness and human relations workshops, as well as by "add-on" curricular changes with more or less isolated "units," such as for American Indian study, or celebrations of Black History Week or Cinco de Mayo. The physical mixing of the curriculum corresponds to the physical mixing of student body and staff.

Integration is the situation wherein people of different groups tend to interact cooperatively on a basis of equal status and trust, as they know, understand, and respect each other's culture and contributions. Integration also applies to the curriculum, with Black cowboys and Mexican American vaqueros, for example, as integral parts of western history. To implement such a curriculum, the staff and faculty of the integrated school have developed necessary knowledge and skills through purposeful programs of inservice.

The progression from stage to stage is not automatic, but requires much thought, planning, and work from parents and other community representatives as well as from students, the school boards, administrators, teachers, and all other school personnel. If the schools and communities do not plan and work together, a school or entire district may well go from segregation to desegregation, but from there not to integration but to resegregation, a situation wherein some white parents have moved or otherwise acted to place their children in other public or in private schools with fewer or no minority children. Rather than a desegregation-to-integration environment which fosters understanding and cooperation, poorly planned and implemented desegregation can lead to fear, confusion, conflict, and crisis.

To help prevent resegregation and other negative outcomes, and to help improve education in desegregated schools, Project WIEDS has developed this draft of general guidelines for use by schools who are implementing desegregation, multicultural education, and inservice education.

B. GENERAL GUIDELINES

1. General Desegregation Guidelines

Drawing from the experiences--the mistakes and successes--of people in thousands of schools and communities, we now know that a great deal may be done to help provide equal educational opportunity for all children, head off some problems, solve others more easily, and improve the education process while we are about it. We now have a good idea why desegregation went well in some communities and not in others. Following are eight general guidelines which have helped many districts. IE can be instrumental in facilitating each guideline, and in some it is crucial. (U. S. Commission on Civil Rights, August 1976; Community Relations Service and National Center for Quality Integrated Education, 1976; Edmonds, 1979; and Epps, 1979)

- Affirmative local leadership.

The desegregation process is significantly affected by the support or opposition it receives from local leadership. In communities where local business, political, social, religious, and education leaders have supported school desegregation, it has tended to go relatively smoothly and the community be more receptive to it. Responsible, affirmative

leadership by school board members, school administrators, and teacher organization representatives is crucial for peaceful and effective desegregation. Supportive policies and actions from leaders in education include informing and involving the community, making positive public statements for desegregation and integration and against discrimination, and initiating and supporting such facilitative programs as multicultural education, equitable discipline and extracurricular activities, affirmative action personnel policies, and effective IE for all school personnel. Appropriate and timely inservice for the educational leaders themselves can help provide them with skills, strategies, and insights necessary to facilitate desegregation and integration.

- Two-way communication.

Each stage of desegregation requires a particular type of conscious and coordinated effort to disseminate full and correct information to all people in the school and to as many people in the community as possible. One important function of IE is information dissemination. The controversy which frequently swirls around school desegregation usually generates more heat than light, and many school personnel are likely to be ill informed or misinformed about important legal, political, social, and even educational issues involved in the process.

One-way communication can be effective for informing people, but two-way communication is more helpful for gathering information and support from the community. This process can gain information about strategies and ideas as to how best to facilitate desegregation as well as provide opportunities to identify problems and find out what concerns people most and to work through these problems and issues.

- Community involvement in the desegregation process.

Local leadership and information dissemination are important in helping bring about a third crucial variable, community involvement. Local citizens are instrumental in determining whether desegregation is effective. Where the community is supportive of desegregation and cooperative in facilitating it, the process is far more like to be smooth and beneficial. An aspect of community involvement, "home-school cooperation," will be treated in more detail in another section.

- Desegregation as an opportunity to improve education.

The constitutional issue involved in school desegregation is not quality of education per se, but equality of educational opportunity. There is, nevertheless, nothing inherently antithetical about desegregation and educational improvement. And those schools in which desegregation has worked most smoothly and gained community support for themselves have been those schools which have taken advantage of desegregation to improve educational practices.

One intrinsic educational advantage of desegregation over segregation is in the enhanced opportunities for multicultural education. Further, it may be concluded that in an effectively desegregated setting: (1) academic achievement rises for the minority children while relatively advantaged majority children continue to learn at the same or higher rate, (2) minority children may gain a more positive self-concept and a more realistic conception of their vocational and educational future than under segregation, and (3) positive racial attitudes by black, brown, and white students develop when they learn together.

• Research and evaluation

Another characteristic of schools where desegregation has been most productive is the conduct of continuing research and evaluation of their process of desegregation. For example, pre-desegregation needs assessing activities are important research. This research includes data collecting to determine students' needs for bilingual education, community concerns relating to desegregation, whether a school staff needs additional knowledge of desegregation law and details of the desegregation plan being implemented, and staff attitudes and knowledge pertaining to other ethnic groups in the district. Throughout the process there is a need for data indicating whether students of different ethnic groups are receiving a disproportional amount of low grades for academic performance and/or disciplinary action, or are absent or withdrawing from school in disproportionate numbers. This information may provide warning of problems so that steps may be taken to solve them as quickly as possible.

Other essential desegregation monitoring research would relate to school and home communication and cooperation and include data from such sources as parent-teacher organization attendance, complaints from parents, nature and number of meetings between parents and principals/teachers/counselors, who initiated the meetings, and data relating to unsuccessful efforts to initiate meetings. These data are, of course, in addition to those necessary for implementing any affirmative action or other staff development with respect to personnel hiring, promotion, or reassignment relative to the desegregation plan.

Such research is necessary for evaluation of policies and practices and can help point up a need for changes and for inservice content areas.

Research and evaluation are, of course, also necessary for monitoring the impact of IE (see pp. 19). On the other hand, some inservice may be necessary in order to develop the necessary skills for school based desegregation-related research and evaluation.

- Training for all school personnel.

It is unrealistic and unfair to implement a desegregation plan without first preparing the people who will be involved, and total staff and faculty are involved. It is unrealistic to expect a smooth process which will produce desirable results, and it is unfair to school personnel to ask them to do a job without the appropriate knowledge, skills, and sensitivity. It is also unfair to students.

- Include lower grades in desegregation.

The earlier minority children experience desegregation, the more likely it is that desegregation will have positive effects. Most studies which have found negative desegregation outcomes have involved older students who only recently experienced desegregation. Desegregation frequently results in some increase in anxiety and self-doubt among minority students, especially low achievers. But this is usually resolved if they are in a positive environment; the crucial determinant of effects of desegregation on self-esteem is nondiscriminatory and supportive behavior by teachers who provide adequate instruction on appropriate tasks.

- Careful and comprehensive planning.

The more carefully and comprehensively a school district prepares for desegregation the more likely it is that school desegregation will have positive effects. This preparation includes implementation or beginning

of all of the foregoing guidelines: establishment of early and positive leadership, gaining community support and involvement, emphasizing desegregation as an opportunity to improve education, listening to and providing good information, developing a sound desegregation plan based on experiences of other districts but tailored to the local situation, constant monitoring and "fine-tuning" elements of the process, and providing adequate inservice education for all district personnel. Experience has shown that this kind of preparation and implementation is most likely to provide school environments conducive to good race relations and children learning together.

2. General Multicultural Education Guidelines

In addition to the general desegregation guidelines, most of which are primarily administrative in nature, there are also sound educational principles which support appropriate inservice education. These principles are essentially those for effective instruction in any school, i.e., considering the individual student's background, needs, and learning style(s) for the most productive teaching and learning experiences. Because these general principles are here applied to facilitate desegregation/integration--to help provide equality of educational opportunity, promote learning, and to improve race relations in schools--they can be considered guidelines for multicultural education.

- The attitudes and behavior of teachers and staff affect the academic performance of students.

Since 1960 there has been a growing pool of empirical research available on the correlation between the behavior and attitudes of teachers and others and the attitudes and academic performance of students (Gage, 1963;

Washington, 1968; Purkey, 1970; Banks, 1970; Krantz, 1970; Banks and Grambs, 1972; Noar, 1972; and Good and Brophy, 1973). Results of investigations using new sophisticated and reliable data collection tools yield rather convincing data that teacher behavior strongly affects pupil behavior and has especially important implications for minority children (Amidon and Hough, 1967; Brophy and Good, 1969; Bonjean, et al., 1967; Gay, 1975).

U. S. Social Science literature documents the majority view of the culturally different as culturally inferior, intellectually and socially (Kane, 1970; and Stent, Hazard, and Rivlin, 1973). Four studies in this decade were carried out in the southwestern United States--the U. S. Civil Rights Commission, Toward Quality Education for Mexican Americans (1974), and Barnes (1973), Gay (1974), and Mangold (1974) focusing on the triadic interactions of Hispanic, Black, and White teachers with Hispanic, Black, and White pupils. White students receive more praise, encouragement, and opportunities for substantive interaction with teachers, while teacher contacts with minority students are mostly procedural, negative and disciplinary. The results of the four southwestern studies are consistent with each other and with more recent ones, such as that on reading and mathematics and instructional practices, completed by the National Advisory Council on Equality of Educational Opportunity in 1978 (see also Ainsworth, 1969; Benitez, 1973). The research suggests that student ethnicity is one of the major determinants of teachers' attitudes and behavior to their students, that teachers, including minority teachers, expect less of minority students and give them fewer opportunities and less encouragement and positive feedback, and that these conditions are a major determinant of quality of education, and that many minority children are being denied equal opportunity for quality education.

How schools and classrooms are organized and behavior of teachers, principals, and other staff toward students are critical factors in determining the effects of desegregation. Better race relations are likely in those schools where:

(a) principals are supportive of multicultural education and exert leadership to that effect;

(b) teachers are relatively unprejudiced and supportive and insistent on high performance and racial equality;

(c) any achievement grouping or tracking do not result in racial isolation;

(d) positive social goals (e.g., good race relations and racial and sexual equity) are emphasized by teachers, principals, and staff;

(e) parents are involved at the classroom level in actual instructional activities;

(f) multicultural curricular materials are used;

(g) faculties and staffs are desegregated;

(h) there are ongoing programs on staff development that emphasize the problems relating to successful desegregation;

(i) substantial interaction among races both in academic settings and in extracurricular activities are encouraged.

This last factor seems to be the most important. It may be that without substantial interracial contact--interaction within classrooms and schools, in learning and play situations, as well as through seating patterns--other approaches to improving race relations such as teacher workshops, class discussions or curriculum revision, will probably have unimportant consequences.

- Most teachers, administrators, and other staff are not prepared for desegregated/multicultural education.

In Educating a Profession (1976), Howsam, et al. reminded public schools of a legal stricture against conferring "benefits on one group

while withholding them from another," but the authors recognized that "teachers are not prepared either personally or professionally for such service....all teachers need professional preparation for this role." (Emphasis the authors'.) The same is true for administrators and other staff.

During the 1970's a number of professional educator organizations also realized a pressing need to change school conditions (e. g., the American Association of Colleges for Teacher Education (AACTE), the American Federation of Teachers, the Association for Supervision and Curriculum Development, the National Education Association, the National Council of Teachers of Mathematics, the Modern Language Association, and the National Council of Social Sciences, as well as others); they publicly rejected the melting pot concept and endorsed multicultural education in schools and colleges (AACTE, 1976).

AACTE surveys in 1977 indicate that at least twenty states had passed legislation endorsing multicultural education or even requiring some measure of it for teacher certification, and many higher education agencies developed, or had forced upon them, Black Studies, Mexican American Studies, Native American Studies, Asican American Studies, or minority studies programs of some form. Nevertheless, the results were disappointing. There were exceptions, but on many campuses the minority studies programs were isolated and had little if any impact on teacher education (Banks, 1975b; Eko, 1973; Gibbs, 1974; Katz, 1973; Sanchez, 1972, West, 1974). Multicultural courses offered in teacher-training curricula were frequently elective and prospective teachers received little encouragement to enroll in them (Katz, 1973; Sullivan, 1974; West, 1974; Rivlin and Gold, 1975; Arciniega, 1975; Smith, 1969; Garcia, 1974; Hilliard, 1974; Hunter, 1974;

AACTE, 1976; Baptiste, 1977; Braun, 1977). This makes effective inservice education all the more critical.

- The "melting pot" concept no longer governs; cultural pluralism is more useful in education for a diverse, democratic society.

The melting pot, wherein the objective was assimilation and effacement of cultural diversity, worked only to the advantage of some white groups or individuals of other groups lightly colored enough to "pass," because the "one model American" of the melting pot was white, Anglo-Saxon, protestant, and middle or upper income (cf. AACTE, 1973; California State Department of Education, 1977). The further from this ideal, the more handicapped one was in being successful. As Rev. Jesse Jackson has observed, many Americans of color "stuck to the bottom of the pot" (Glazer & Moynihan, 1970; National Education Association, 1975). And Greer (1972) has pointed out that the melting pot of education did not assimilate many white immigrant children.

Rather than the melting pot, a more culturally pluralistic concept is the "stew pot." In the "stewing" process the ethnic "ingredients" take on and give off "flavors" without losing identity, pride, or opportunities. From 1916 when John Dewey introduced the concept of "cultural pluralism" in an address to the National Education Association (Hunter, 1974), there have been different ideological values assigned to it (e. g., Stent, et al., 1973; Banks, 1975a). Probably the usage most consistent with democratic ideals is one which is based on the development of American society in which many ethnic groups live in a symbiotic relationship, where cultural differences (including language, system of ethics, social patterns, dress, and diet) are respected, without any implication that one culture is

superior or inferior to another (see Aragon, 1973). Cultural pluralism does not deny the existence of differences in culture, but values such differences and sees no reason for asking anyone to reject his or her cultural identity in order to have dignity and equal opportunity. While there would be no pressure for anyone to assimilate into another culture, one would have freedom to do so if he or she chose. (See Aragon, 1973; Epps, 1974; Hunter, 1974; Banks, 1975; Rist, 1978; and Passow, 1975).

Multicultural education requires training to recognize and capitalize on the existence of ethnic diversity for enriching the teaching of youth. Until all from schools of education are trained this way, it can only be done through inservice training.

Desegregation literature is replete with studies and reports indicating the need for effective multicultural inservice education to prevent negative classroom and school experiences which reinforce stereotypes and prejudices and provide classroom and school atmospheres which encourage learning and interracial friendship and understanding and to teach children to be ethnically literate (e.g., Banks, 1973, 1975a, 1975b; Castañeda, et al., 1974; Ornstein, et al., 1975; Dillon, 1976; Braun, 1977; Klassen and Gollnick, 1977; Phillips, 1978; Rodriguez, 1978; Blackwell, 1978; and Grant, 1979).

3. General Inservice Education Guidelines

The literature of IE has greatly increased in recent years. And, while there is no convergence, there is near consensus that: (1) the state of IE practice is deplorable, (2) more research in IE is needed, (3) more broad conceptualizations of IE models should be helpful, and (4) much is known about sound principles, or guidelines, for effective IE.

Sources for the IE guidelines and model included, among others: the Inservice Teacher Education Concepts Project (Nicholson and Joyce, 1976; Yarger, et al., 1976; Brandt, et al., 1976); the educational change studies sponsored by the Rand Corporation (Berman & McLaughlin, 1975, 1977, 1978; see also Datta, 1978), and the Institute for Development of Education Activities (I/D/E/A), (Goodlad, 1972, 1975, 1977); the Concerns Based Adoption Model (CBAM) research (Hall & Loucks, 1977, 1978; Hall & Rutherford, 1976); the findings of the Phi Delta Kappa's Commission on Professional Renewal (King, et al, 1977); the Teacher Corps Research Adaption Cluster research (Morris, et al., 1979); as well as recent overviews and analyses of IE (Rubin, 1970, 1978; Edelfelt, 1974; Lawrence, 1974; Edelfelt and Lawrence, 1975; Edelfelt and Johnson, 1975; Howey, 1976; Howsam, 1977; Beegle and Edelfelt, 1977; Fullan and Pomfret, 1977; Zigarmi, Betz, and Jenson, 1977; Edelfelt and Smith, 1978; Gage, 1978; Pinar, 1978; McNeil, 1978; "Staff Development: New Demands, New Realities, New Perspectives," Sept. 1978; Hutson, 1979; Ryor, Shanker, & Sandefur, 1979; Feiman & Floden, 1980; Gagne, 1980; Harris, 1980; Joyce & Showers, 1980; Wood & Thompson, 1980), and studies and analyses dealing specifically with desegregation and/or multicultural education and IE (Mosley and Flaxman, 1972; Davidson, 1973; Davison; 1974; Wayson, 1975; Braun, 1977; Hillman, 1977; Marsh, 1977; Valverde, 1978; Sutman, et al., 1979).

- Planning for and content of IE should be in response to assessed needs.

Needs assessment is a broad term which covers such needs sensing activities as individual self assessments, total staff surveys, community opinion analysis, and student achievement testing, among others. Selection of sectors to assess, as well as the focus on

need areas, depend on several factors. In desegregation these factors include stage of implementation and clues based upon perceptions of the behavior of people involved. During early planning and preparation need areas may concentrate on community relations, knowledge of law and purpose of desegregation, rather than student achievement, for example. Later planning and preparation could focus on problem solving and interpersonal relations skills, crisis prevention and resolution, classroom management/discipline, cultural awareness, developing a multicultural curriculum and integrated extracurricular activities, operating an information center, promoting home-school cooperation, and generally preventing "second generation" desegregation problems. Post desegregation IE concerns might include student achievement, follow through from earlier efforts, and any new concerns.

Pre-planning assessment should include staff experience, characteristics, interests, and strengths, as well as weaknesses.

- IE decision-making should involve those affected by the decisions.

The questions of who "controls" IE involves issues of politics and education. Teacher organizations are asking for more power in IE decision-making. Where no single group controls IE, shared responsibility is a reasonable means of reaching a decision. Sound educational principles also support collaboration in decision-making including:

1. improving the quality of IE with input from multiple perspectives,
2. increasing participants' sense of efficacy,
3. promoting the concept that decisions should be made on the basis of competence rather than position.

- Budgets should be developed for adequate IE funding, as for any ongoing school program.

IE is as amenable to programmatic budgeting as any other carefully planned program. There appears to be no consensus in the literature about a standard for funding. A general standard of ten per cent of the district's operations budget has been suggested (Howsam, 1977). But, while practices vary widely, actual funding is considerably lower than that, perhaps averaging less than one per cent.

Unanticipated needs should be budgeted for, especially in preparation for, or in early phases of desegregation. At these stages, implementation of desegregation/integration may be considered a "special project" to bring about major changes in a relatively short period of time and thus require a higher level of funding than routine programs (cf. Harris, 1980). Federal or other sources of government funding is frequently available for desegregation-related IE.

- Location of IE should be determined by training requirements and activities.

Generally the school site is the most effective locus for training, but planning and some training objectives may be more readily achieved in a retreat. A major advantage of the school as the site is that it promotes a "job-imbedded" approach to training, which can foster solution to school-wide problems, as well as the improvement of the school climate and working relationships. But some sensitive intrapersonal and interpersonal awareness and skills may be best dealt with off-site in a retreat setting.

- IE is more effective when it is explicitly supported and attended by district and building administrators.

Contrary to the common belief that availability of district funds is

the main factor in determining the success and continuation of innovations, district and school-site organizational climates are more important than financial factors. Superintendents are extremely important in determining the success of programs in their districts, as are principals in their schools. The presence of administrators in IE tends to produce several good effects, such as "legitimizing" IE, modeling behavior, and dispelling the deficit and top down models. Further, administrators at all levels need IE to do their jobs, a facet of staff development often neglected.

- Inservice should be an integral part of the total school program.

Within the most successful schools, IE is not a "project" but part of an ongoing improvement and problem-solving process within the school.

- Incentives for participation in inservice programs should emphasize intrinsic professional rewards, although public funds should pay for IE.

Research does not support any argument that extrinsic rewards such as extra pay, salary credit, or the like will cause teachers or other clients to be committed to a project. Commitment is influenced by at least three factors: (1) whether the innovation offers promise of educational improvement and professional growth, (2) administrative support, and (3) governance/planning strategies. Of the three governance/planning strategies: (a) top-down, (b) grass-roots, and (c) collaborative (see Appendix A), the third has been the most successful for securing involvement, support, and effective planning.

A corollary to the incentives guideline is that there should be no disincentives such as inconvenient times, locations, or other factors to discourage or penalize participation.

- IE programs should offer promise of educational improvement and professional growth.

Most experienced teachers (more than five years in the profession) felt that most IE was not worthwhile nor sufficiently challenging. Ambitious and complex projects are more likely to offer intrinsic rewards to participants and to be successful. A dilemma may exist in that such programs are more difficult to design and carry out. But if the program is planned and governed collaboratively and is conceptually clear, the likelihood of success is increased.

- Program goals should be specific and clear.

In the Rand Change Agent study, the more specific that teachers felt project goals were, the more goals the project achieved, the more student improvement was attributed to the project, and the more continued the use of project methods and materials. An important component of this specificity is conceptual clarity, the extent to which program staff understand what they are to do and they understand the rationale of their project activities. This may call for frequent staff meetings and timely discussions.

- IE should be based on a developmertal, rather than a deficit model.

Within a deficit model, teachers are seen as lacking the professional skills necessary for successful teaching and as needing inservice to remedy these deficiencies. The development model, however, is based on the premise that teachers are professionals with valuable abilities and skills and that they need not be inept in order to become more adept.

Preference for the development model over the deficit is more than a matter of taking sides in a philosophical debate over whether a glass

is half full or half empty; teachers, like other people, tend to perform up, or down, to expectations.

- IE programs should be heuristic and locally adaptive.

Well-conceived and well-structured innovative programs whose effectiveness has been proven elsewhere can be quite helpful to a school district. In the sense that they should serve as guides, helping people to discover or reveal local needs, available resources, and comfortably fitting styles and approaches, programs or models should be heuristic and readily adaptable to local conditions. Development of IE to implement an innovative program--such as multicultural education, for example--should be part of the professional learning process which helps teachers and administrative staff understand and adapt the innovation to local needs. This is not so much "reinventing the wheel" as it is designing a new tire for the wheel to suit local terrain.

Important learning takes place during this entire adaptation process as the people involved satisfy their needs for information about the innovation. An effective process thus also helps provide conceptual clarity and focuses resources and commitment to the innovation.

- Implementation of IE should model good teaching.

Good teaching in IE, according to recent literature, is adaptive to classroom conditions, uses experiential activities, encourages self-instructional methods, provides wide choices, and employs demonstrations, supervised trials, coaching, and feedback.

Modeling "good teaching" means different things to different people, and a teacher who has a repertoire of models appropriate to her/his own

style and has skills in using them has a relative advantage (Joyce and Weil, 1978). As far as IE to increase teachers' repertoires of proven teaching models or strategies, however, it is probably more important for teachers to learn problem-solving skills (McLaughlin and Marsh, September 1978).

- Trainers should be competent and suited to the situation.

The issue of who should facilitate IE training is a controversial one, on which some groups have assumed a dogmatic stance. Generally, classroom teachers are highly regarded as trainers, while supervisors and administrators are not, and there has been a diminution of the role of higher education agencies in school IE. Considerations should include whether the subject matter is instructural or administrative in nature, whether content is awareness, knowledge, or skills oriented, and many other variables. But primarily the central issue is competence rather than role group. The literature suggests that no single category of trainer is equally successful with all kinds of training.

- Outside agencies/consultants are sources of technical assistance and expertise.

Technical assistance and expertise is frequently available from outside agencies. These include state and federally funded agencies, higher education (HEAs) and private agencies as well as other school districts.

A number of these sources offer assistance particularly relevant to desegregation. Many states have Technical Assistance Units funded under Title IV of the 1964 Civil Rights Act specifically to help schools

implement desegregation. Their regional counterparts, with similar funding and purposes, are the Desegregation Assistance Centers (DACs). Each school district is in a region served by a Race DAC, National Origin DAC (whose technical assistance includes help with bilingual education), and Sex DAC. Through HEAs, federally funded institutes provide desegregation training for school personnel. Some regional educational development laboratories have desegregation-related projects, funded principally by the National Institute of Education, which provide information and materials. Another valuable source of technical assistance is project personnel from a school where desegregation has been successfully implemented.

Consultants, whether from inside or outside the system, can provide valuable service. But they must have requisite experience, expertise, and time to tailor their advice to local needs. They should not, consciously or unconsciously, upstage local project staff, but should mesh with the overall program.

The purpose of technical assistance is to help local practitioners to adapt rather than adopt innovations and to help them learn to solve problems rather than to solve problems for them. Outside agencies/ consultants should provide neither too much nor too little assistance.

- Evaluation of IE should be a systematic, ongoing, collaborative process to help improve programs.

As an important, expensive, and sensitive program, IE deserves rigorous evaluation. To be an effective program, IE requires rigorous and ongoing evaluation. And yet, an ideal evaluation component is difficult to achieve: resources are usually limited, extensive data

from diverse facets and many people are required, timing is critical, and because effective IE is collaborative, evaluation feedback is an elaborate process (Harris, 1980). Perhaps this is why evaluation, although generally said to be one of the most crucial components of an effective program, is one of the most neglected.

Following are some often neglected guidelines for what evaluation should be (Griffin, September 1978):

1. Ongoing and formative, to help re-design or modify activities.
2. Informed by multiple data sources from people at all levels who can help explain IE's process and consequences.
3. Dependent upon quantitative and qualitative data to broaden understanding of events which bear upon results.
4. Explicit in providing information about the program's effectiveness, so as not to appear as if it is the participants who are on trial.
5. Considerate of participants' time and energy by using unobstrusive measures that emerge from the natural setting rather than by imposing additional responsibilities on participants.
6. Reported in form that can be readily understood by participants and patrons of the program.

Following is a summary of WIEDS' General Guidelines:

1. General Desegregation Guidelines

   (1) Affirmative local leadership
   (2) Two-way communication
   (3) Community involvement in the desegregation process
   (4) Desegregation as an opportunity to improve education
   (5) Research and evaluation
   (6) Training for all school personnel
   (7) Include lower grades in desegregation
   (8) Careful and comprehensive planning

2. General Multicultural Education Guidelines

   (1) The attitudes and behavior of teachers and staff affect the academic performance of students.
   (2) Most teachers, administrators, and other staff are not prepared for desegregation/multicultural education.
   (3) The "melting pot" concept no longer governs; cultural pluralism is more useful in education for a diverse, democratic society.

3. General Inservice Education Guidelines

   (1) Planning for and content of IE should be in response to assessed needs.
   (2) IE decision-making should involve those affected by the decisions.
   (3) Budgets should be developed for adequate IE funding, as for any ongoing school program.
   (4) Location of IE should be determined by training requirements and activities.
   (5) IE is more effective when it is explicitly supported and attended by district and building administrators.
   (6) Inservice should be an integral part of the total school program.
   (7) Incentives for participation in inservice programs should emphasize intrinsic professional rewards, although public funds should pay for IE.
   (8) IE programs should offer promise of educational improvement and professional growth.
   (9) Program goals should be specific and clear.
   (10) IE should be based on developmental, rather than a deficit model.
   (11) IE programs should be heuristic and locally adaptive.
   (12) Implementation of IE should model good teaching.
   (13) Trainers should be competent and suited to the situation.
   (14) Outside agencies/consultants are sources of technical assistance and expertise.
   (15) Evaluation of IE should be a systematic, ongoing, collaborative process to help improve programs.

C. WIEDS INSERVICE EDUCATION PROCESS MODEL

To complement these guidelines, and to further assist with the implementation of an effective IE program, the Project has developed the following "WIEDS Inservice Education Process Model," as shown in Figure 2.

WIEDS INSERVICE EDUCATION PROCESS MODEL

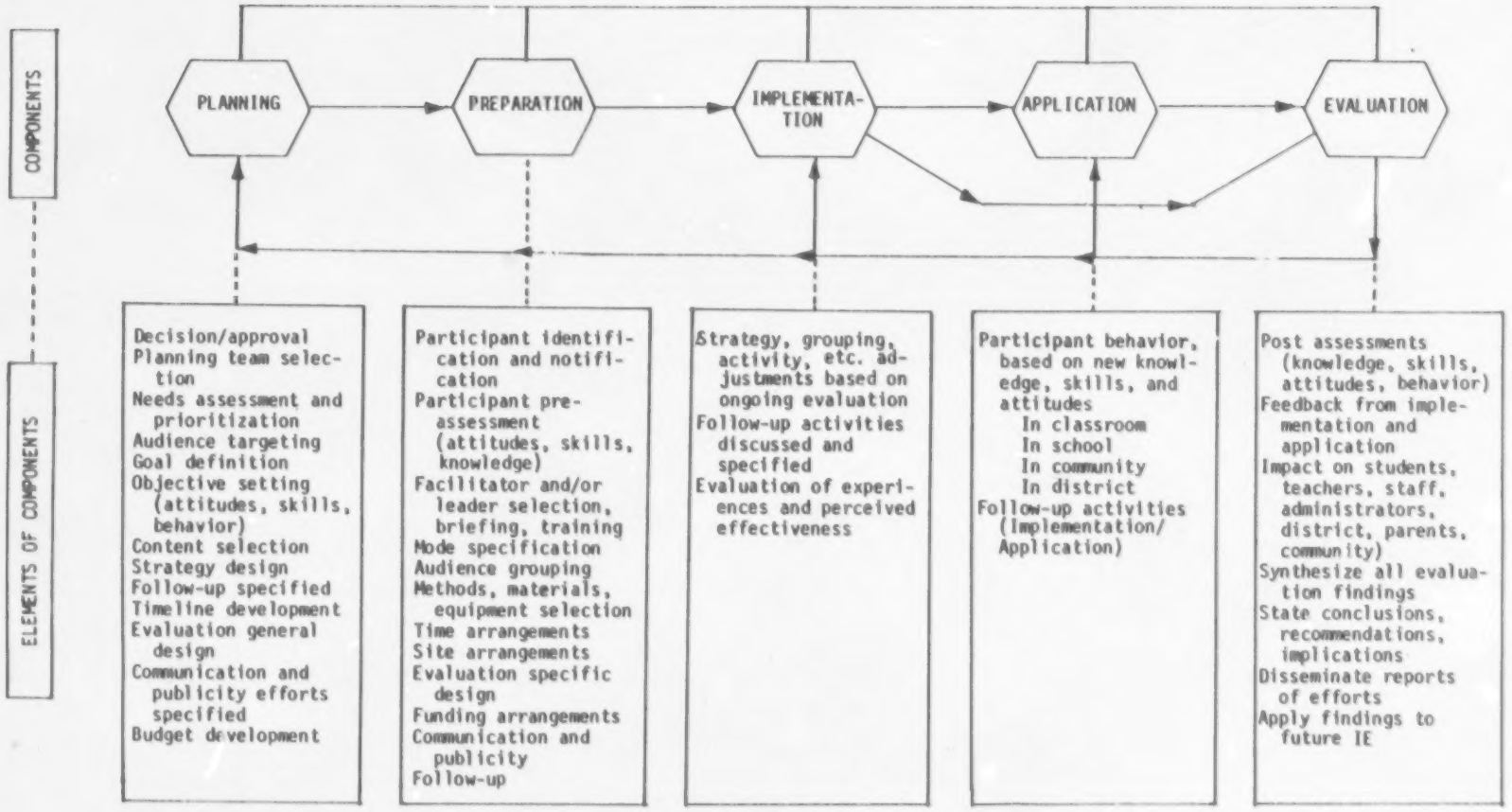

Figure 2

D. INSERVICE NEED AREAS: AN OVERVIEW

Subsequent sections of the "WIEDS Model and Guidelines for Inservice Education in Schools implementing Desegregation/Integration" will apply this model, these guidelines, and more specific content-related principles to two need areas. This will provide examples of how certain aspects of these can be applied to local school needs. For these examples, project staff will select two of the nine major need areas in desegregated schools, as indicated in the WIEDS survey, interviews, and literature review. These need areas are listed in Figure 3 below.

Home-School Cooperation
Cultural Awareness
Values Clarification
Race Relations
Classroom Management/Disciplinary Skills
Student Motivation
Evaluation and Use of Materials
Multicultural Curriculum
Integrating Extracurricular Materials

Figure 3

In applying the model to the two need areas as examples, WIEDS will include sample rationale, objectives, content, strategies, activities, and resources.

These need areas are based upon the skills, awareness, knowledge, and practices most needed to promote effective desegregation/integration. These needs and the model and guidelines to help meet them were determined by: (1) reviewing desegregation literature, (2) analyzing the U. S. Commission on Civil Rights Desegregation Case Studies and the National Institute of Education Desegregated Schools Ethnographies, (3) surveying 148 central office administrators and General Assistance Center personnel, (4) interviewing 193 administrators, teachers, students, and parents and other community representatives, (5) studying selected SEDL region schools'

staff development/inservice education (SD/IE) programs, and (6) using a type of meta-analysis (an analysis of analyses) on staff development literature.

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APPENDIX C

HOME-SCHOOL COOPERATION: RATIONALE AND REFERENCES

I. Rationale

There was a time when the concept of "parental involvement," "school-community relations," "community education," and "home-school cooperation" usually consisted of attending Parent Teacher Association (PTA) meetings, going to Open House night, or serving as room mothers and helping at school parties. Della-Dora (1979) says that parents as helpers is the oldest mode of parent participation in schools and probably the most widespread today. But this mode has involved relatively few parents, especially few minority and lower socio-economic class parents. As a result of several processes working over a period of time, the schools became increasingly isolated from parents, and some parents, particularly those not in the "power elite" have perceived that they are not welcome and not respected in the schools. And all too often they have been correct. Many parents do not know the "ropes" (proper protocol) or educational jargon to use when approaching the school to ask for information or to offer assistance. Thus, parents have been effectively barred from active involvement in school. Further, they have not only been discouraged from helping their children, but led to believe that their attempts at aid might actually be destructive (Gordon, 1972; Edwards, 1977).

During the last twenty-five years, however, several factors have combined to make an increasing number of parents, including minorities, dissatisfied with isolation from their schools, and to persuade school personnel that home-school cooperation and/or parental involvement in schools may be constructive activities.

As parents have become better educated and informed they have become less willing to be bystanders or only viewed in the role of volunteers. More and more want the school to regard them as concerned, able citizens who can responsibly influence decisions, raise questions, and voice their concerns within the educational process (Rich, et al., 1979; Seibert, et al., 1979; Davies, 1976; Ogilvie, 1979). Social and political events such as the civil rights movement, the launching of Sputnik, the Supreme Court desegregation decisions, and perceptions of declining academic achievement have also served as stimuli to increase parental interest in school policies and practices (Ogilvie, 1979; Davies, 1976; Cuban, 1972). Also, during the 1960's the Elementary and Secondary Education Act (ESEA) Title I required significant parent involvement and participation in educational activities in elementary-secondary schools which received federal monies (Ogilvie, 1979; Ingram and Bartels, 1978; Southwest Educational Development Laboratory, 1974; Gordon, 1978).

As a result of these factors, what once was a simple, cordial alliance between home and school in the past years has become a rather complex, much-studied entity for educators and lay personnel alike. Over the past few years, several school-home activity models other than that of parental volunteering have been identified (Filipczak, 1977). These include:

- parent-school communication
- policy making
- parent education and training

Parent-school communication usually comes in the form of report cards, conferences, newsletters, and notes from the teacher. This is usually one-way communication whereby the parents play a relatively passive role. Policy making usually takes the forms of advisory councils and Parent

Advisory Committees. These activities can range from token involvement to actual sharing of authority and decision making. Lastly, the model where most of the research to date has taken place, is the area of parent education and training. This involves teaching parents how to improve their family life and/or the academic atmosphere for their children.

Several authorities have suggested that school desegregation has done more than anything else to produce parent and community involvement in education (Federation for Community Planning, 1978; Edmonds, 1975; Estes, 1974; Dallas Independent School District, 1977; National School Public Relations Association, 1978; Davies, 1976; King and Galindo, 1979; Southwest Program Development Corp, 1973; Community Relations Service, n.d.). Whether the titles given to citizen groups incorporate the word "monitoring" or "advisory," this technique of involving citizens in this capacity may be the most promising strategy to enable educational institutions to respond adequately to their clients and to mandates of the courts.

Bilingual education has also had a significant impact on parental involvement in schools. As a pedagogical concept, bilingual education requires planning and implementation by school advisory councils composed of parents, interested citizens, and teachers (Brisk, 1979; Arvizu, 1978). Bilingual education has served as the stimulus for Mexican American parents to play a more active role in the schools, for the first time taking part in decisions affecting the quality of their children's education (Pifer, 1980). Community and school support for the bilingual program is crucial, and efforts must be made to establish a working relationship between the public and educators. Because bilingual education is mandated by law, some school personnel may perceive this innovation as threatening to their jobs

and diminishing their power. Some community members may perceive bilingual education as lowering the quality of "traditional" educational practices. Administrators, community leaders, and others need tact and knowledge in articulating the concept of bilingual education to the public and school personnel; all myths and fears must be dispelled. The importance of community and staff understanding of and support for a bilingual program can determine its success or failure.

Communication is an essential factor in promoting home-school cooperation. Two-way communication between the school and community is helpful in improving the educational system and necessary to overcoming misunderstandings which have often bred fear and conflict and have prevented cooperation and constructive community and home involvement in the schools (Ingram and Bartels, 1978; King and Galindo, 1979; Novak, 1977; National School Public Relations Association, 1978). These misunderstandings, especially during desegregation, frequently involve class, color, and/or value differences (Cuban, 1972; Schoeny, 1979; Gibson and Arvizu, 1978; Southwest Educational Development Laboratory, 1974; Villa, 1973; Far West Laboratory for Educational Research and Development, 1977). Community organizations, whether they be parent councils, monitoring boards, advocacy groups, volunteer programs, or biracial school councils can be important mediating forces during desegregation. They can inform their neighborhoods, enhance the new school-communities created by desegregation, and create new relationships with lasting impact.

A number of case studies cited by the U. S. Department of Justice Community Relations Service (n.d.) offer examples of cities which, with appropriate technical assistance, resolved difficulties arising from desegregation.

A six-state study conducted by the Ways to Improve Education in Desegregated Schools (WIEDS) Project of the Southwest Educational Development Laboratory (King and Galindo, 1979) to determine remaining needs and to evaluate strategies for desegregating schools indicated several successful methods to promote parent/community involvement. These included:

- community liaison workers
- district/school-community advisory groups
- rumor/information center
- parents as volunteers
- PTA
- media use

But in many of the WIEDS Project schools there was little parental involvement even though administrators, teachers, and parents expressed a desire for it. Teachers said they wanted more Anglo and minority parents to be more active and vocal in school matters. Parent leaders in the schools wanted more parents, especially minority parents, in PTA, advisory groups, and school volunteers. Need for more open communication and better intergroup rapport was reported by all groups.

Proportionally, more Anglo parents are involved in the schools. It appears that more Anglo parents are financially able to do volunteer work and attend social functions, thus having more free time on their hands. On the other hand, relatively more minority parents have to work and have fewer opportunities to visit schools and more often have to postpone or cancel teacher conferences. Other underlying reasons seem to be the fear of inadequate clothing, language barriers, feelings of inferiority, or the fact that there is no one to take care of children at home. This situation should not be interpreted as meaning that minority parents do not care about their children's welfare. It takes a sensitive staff and administration to realize this and work harder to bring out parents from all ethnic

groups. This has been done in several schools.

The advantages of home-school cooperation are clearly indicated in the research literature. Major studies in the 1960's concentrated on the educational needs of the disadvantaged child and the influence of the home on school achievement (Seibert, et al., 1979). The Coleman Report (1966) indicated that the school provides a necessary and important aspect of a child's education, but that in itself is insufficient. Subsequently, the rationale for involving the family and considering the home setting was expanded by the finding that a major source of a student's pattern of achievement and personality structure is the home in which s/he is reared (Gordon, 1978).

Just as families vary sociologically, economically, and culturally, so do communities (Hager, 1977). Teachers and other school staff need to understand their students' family and community if they are to understand and communicate with their students and help them learn. Cuban (1972) suggests a strategy for getting to understand the so-called "disadvantaged" child--go into the community and sit down and converse, have a beer, with a man who is trying to raise five kids on the wages of a short order cook. Such an activity can be quite informative as well as helpful in resolving fears and misconceptions about working with minorities--go out and experience for oneself. Similar advice was offered by an Anglo teacher in Topeka, Kansas. After teaching twenty years in high schools in that city, he took pride in knowing the families of his students, Anglo and minority, especially Mexican American. But he had always turned down his students' invitations to attend dances in the Mexican American community, because, he said, he was sure that there would be "trouble" there and that he or his wife might

be physically harmed. Then, after twenty years, he took the chance; he and his wife went to a Mexican American dance, had a wonderful time, got to really know many of his students and their families, and hence he felt that he became a more effective teacher. His major misgiving, he reported, was that for twenty years he could have been a better teacher and had more fun. Other activities recommended to promote effective two-way communication include home visits, conferences, volunteer programs, and advisory committees.

The evidence clearly indicates the benefits of two-way home-school communication and parental involvement in the schools. The National School Public Relations Association (1978) has found that wherever there is a successful educational program--regardless of the standards used in the evaluation--there is also a strong, expanding program of parent involvement. Yet, parent involvement is not a large scale educational practice in the U. S. today. In most cases, parents depend on educators to initiate involvement, but school personnel are hesitant to do so because they have had little or no training in this area (Pellegrino, 1972). Parents, teachers, and all school faculty and staff need to be equipped with the necessary knowledge, skills, and attitudes in order to facilitate the shared decision-making process and build closer home-school cooperation.

A major theme of the literature is that the principal plays a pivotal role in school-community relations (Ingram and Bartels, 1978). There is an urgent need to sensitize principals to their leadership role in planning and implementing a school-community relations program. If this training is not provided by those institutes of higher education (preservice education), then it is imperative that it be done through carefully planned, ongoing inservice training at the district and building levels (King and Galindo, 1979; Schoeny, 1979, Gibson and Arvizu, 1978; Cuban, 1972).

The idea of citizen participation has taken on various definitions, meaning different things to different people. Parents and community members tend to choose their own role in the involvement process (Gordon, 1976; Della Dora, 1979; Etheridge, 1979; Seibert, 1979; Davies, 1976). Some people feel comfortable as classroom volunteers, others as decision makers, others simply as recipients of information or observers. Some parents do really wish to come to the school, but others welcome the idea of home visitors to give them ideas and suggestions about activities to do at home with the child. Committees, advisory councils, conferences are other modes to facilitate the citizen involvement process. Experience indicates that school personnel should not be fearful of home-school cooperation and community involvement in the schools, but that these concepts, when used appropriately and with proper training can be valuable tools for improving educational programs.

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